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AUTHOR Knuti, David; Zuckerman, Alan, Ed.
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ABSTRACT

This guide is intended to assist Job Training Partnership Act (JTPA) program policymakers, planners, and program operators develop JTPA programs and activities. Discussed first are JTPA participant eligibility criteria and ways of assuring that competing groups can receive services in an equitable manner that is consistent with the intent of JTPA. The next chapter, which provides a detailed examination of services provided by JTPA to mature or older workers, deals with such topics as the network of agencies serving aging individuals, the operation of the set-aside in service delivery areas, program design considerations, national resources for older worker programs, and a model program for older workers. Described in a chapter on model programs for community agency participation are programs for on-the-job training brokers, rural general service providers, intermediaries to business, and an entrepreneurial model for supported work, marketing, and competency-based training for youth. The last chapter includes information about the mission, seminars, and publications of the Center for Community Futures. (MN)

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Center for Community Futures

JTPA Guide # 2

# JTPA Programs and Activities

By David Knuti

Edited by Alan Zuckerman

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3032 Claremont Ave. • Berkeley CA 94705 • (415) 654-9036
Mailing address: PO Box 5309 • Elmwood Station • Berkeley CA 94705

## JTPA GUIDE #2. Programs and Activities in JTPA

Guide #2 - Programs and Activities in JTPA - has been developed and published by the Center for Community Futures to help JTPA policy makers, planners, and program operators understand the JTPA law and its regulations. This guide is for Private Industry Council (PIC) members, Service Delivery Area (SDA) staff, elected officials, and boards of directors and staff of agencies that deliver JTPA services or seek to deliver services. This guide, Volume 1, "The ABCs of JTPA" and Volume 3, "CBO Services under JTPA" are designed to help make JTPA services responsive to the needs of employers and the unemployed by offering policy, legislative analysis, and program concepts and models.

Chapter II of Programs and Activities in JTPA offers information about participant eligibility and suggests ways to assure that competing groups can receive services in an equitable manner which is consistent with the intent of JTPA. Who is eligible? Who is JTPA intended to serve? How can JTPA allocate limited resources fairly?

Chapter III provides a detailed examination of services to an underserved but growing segment of the unemployed -- the mature or older worker. There is an analysis of the legislative provisions of JTPA and the effects on older workers, and a description of the network of organizations serving the aging. The merits of mainstreaming versus offering separate services is explored in detail as are the issues of program content and design. Finally, sources of information are offered and one model program is included.

Chapter IV includes five other model programs:

- On-the-Job Training Broker,
- General Service Provider in a rural area,
- Intermediary to Business,
- Supported Work, an entrepreneurial model,
- Competency-based training for youth.

JTPA GUIDE # 2. Programs and Activities in JTPA

- TABLE OF CONTENTS -


I. Introduction

II. Participant Eligibility and Mix

A. Background and Dynamics ..... 1
B. Eligibility Requirements ..... 6
C. JTPA Enrollment Requirements for Population Groups ..... 14
D. Nondiscrimination and other Equity Concerns ..... 19
E. Designing for Balanced Participation ..... 21

III. JTPA for Older Individuals

A. The Legislation ..... 23
B. The Aging Network ..... 29
C. The Operation of the Set-Aside in SDAs ..... 29
D. Pluses and Minuses of the Two Approaches .... 30
E. Program Design Considerations ..... 34
F. National Resources for Older Worker Programs ..... 35
G. An Older Worker Model ..... 37

IV. Model Programs for Community Agency Participation

A. On-the-Job Training Broker ..... A-1
B. Rural, General Service Provider ..... B-1
C. Intermediary to Business ..... C-1
D. Peralta Services Corporation, Supported Work Program, Entrepreneurial Approach..... D-1
E. Marketing E-1
F. Competency-Based Programming for Youth F-1

V. About the Center

Mission .....
Publications .....
Seminars .....

CHAPTER II -- Participant Eligibility and Mix

SECTION A: Background and Dynamics

A Problem of an Appropriate Balance: A successful employment and training program must do more than set up a program, enroll a group of eligible participants and do its best with them. The history of such programs is a continuing struggle to define the highest priority needs and the highest priority objectives. There is a continuing tension among competing concerns that Congress carried forward in JTPA, presenting a somewhat new policy emphasis but leaving the final prioritizing and balancing to the individual state and local JTPA authorities.

In JTPA, Congress presents the dilemmas succinctly even if it does not provide definitive solutions. The complex of program objectives begins with the Performance Standards in Sec. 106(a) which identified JTPA as an "investment in human capital" and establishes:

> The basic return on the investment to be measured by the increased employment and earnings of participants and the reductions in welfare dependency.

Congress went on to provide the following formula for those whose "employment and earnings" were to be raised by restating the Sec. 141(a) the classic participant group balance concept:

> Each job training plan shall provide employment and training opportunities to those who can benefit from and who are most in need of such opportunities and shall make efforts to provide equitable services among substantial segments of the eligible population.

Congress went on to add in Sec. 141(d)(1) that, regardless of what those "most in need" were qualified for:

> Training...shall be only for occupations for which there is a demand in the area...and consideration may be given to training in occupations determined to be in sectors of the economy which have high potential for sustained demand or growth."

Finally, while looking for occupations in high demand (which may be very scarce in today's economy), Congress also did not abandon the yearning for higher status and real economic mobility for low income people by including the requirement in the next paragraph (Sec. 141(a)(2)) that:

> Efforts shall be made to develop programs which contribute to occupational development, upward mobility, development of new careers, and overcoming sex-stereotyping...

The mutually contradictory nature of these provisions may not be apparent to those who have not wrestled with the dilemmas of employment and trainaing planning. An illustration ought to make the problem clearer. If one is to deal with the needs of multiproblem, low achieving, poor youth, one cannot easily meet middle level skill requirements of the expanding information-processing, high tech industries -- at least not simultaneously in the same project. Therefore, the questions of participant eligibility, participant selection, program selection, and service design are highly interrelated. Priority choices and constraints will push the program in different directions. A well designed program will consciously recognize its objectives, order its priorities, and seek program designs that balance several objectives appropriately to its priorities.

History: Since 1960, Federal employment and training programs have gone through several changes of priorities and eligibility requirements. With the passage of the Area Redevelopment Act in 1961, Congress set out to deal with the able worker who was "structurally" unemployed by changing skill requirements and job locations. These workers were essentially similar to the "dislocated workers" designation for service under JTPA Title III. This emphasis continued under the Manpower Development Training Act (MDTA) which had fairly strict entrance requirements for "ability to benefit" (with a performance test for entrance!) and a ceiling on youth participation of 20%.

The Civil Rights movement for greater equality, the War on Poverty crusade, urban riots and labor shortages in a booming economy sharply redirected Federal programs after 1966. The emphasis became service to people with many problems, the poor, the unskilled and alienated, and especially young people. A concept grew of the "disadvantaged" which included age, education level, handicap and racial minority status as well as low income and welfare dependency. Soon, for clarity and fairness, these factors were replaced by a focus on "low income", as defined by the Federal "Poverty Level."* Equally important at that time was the focusing of resources in large urban minority ghettos which had been shown statistically to have the most severe problems and which were exploding in violence across the land.

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* The Poverty Level is a concept developed by the Department of Agriculture which identified the lowest level that a family might meet their most basic shelter and other needs and still have an adequate diet. This standard was soon incorporated into employment and training legislation by Congress and ultimately assigned to the Office of Management and Budget for periodic update for inflation; hence the designation "OMB Poverty Guidelines." The scale "slides" to establish a fixed ceiling for each size of family. (See Figure 1 to follow on pages 7 and 8 for a summary of the criteria.)

Initially, the passage of CETA did not change eligibility for training but markedly reduced the focusing on high poverty urban areas. Instead, employment and training resources were spread by formula into every county in the country by a universally applied formula. In metropolitan areas, resoruces were meticulously divided by jurisdiction between central city and surrounding areas.* While the formula was still heavily weighted to high need areas, small suburban and rural governments became interested and experienced in employment and training administration. After passage of CETA, a sharp upturn in unemployment led to the establishment and explosive growth of the Public Service Employment (PSE) program. From an eligibility standpoint, this program focused resources back toward qualified workers who simply were unemployed. From a program objectives standpoint, PSE introduced a very novel concern into the program for satisfying the public service needs (and political objectives) of local governments. This pushed the program toward seeking more qualified and politically connected workers which reduced its impact on poverty and unemployment. This combined with administrative problems and budget constraints led to a precipitous loss of public confidence and ultimately the transformation of CETA into JTPA.

During the final years of CETA, the "Economically Disadvantaged" criteria was slightly modified to effectively raise the "low income scale" by 10-15%. (Based on Spring, 1983 levels, the change meant an increase of $10,000 to $12,300 for a family of four.) This was done by introducing a higher living standard as the basic scale and specifying a 70-85% portion (depending on program) of that scale as the "low income" standard.** The 70% level of the "BLS Lower Living Standard" will be carried forward into JTPA to define the low income part of the "Economically Disadvantaged" criteria.

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* The redistributive affects of CETA were not sidely noted at the time except in the minority community. For example, in the Kansas City, Missouri area, the core of the central city before CETA received nearly 90% of Federal resources. The CETA formula reduced this share to 65% although the great expansion of the program raised the absolute level of resources in all areas of the region.

** The new scale is based on a minimum austere but adequate "budget" for a family of four prepared by the Bureau of Labor Statistics known as the "BLS Lower Living Standard" budget. The BLS calculates this budget for a large number of localities reflecting differences in actual living costs and updating it for inflation. The Labor Department converts it into a sliding scale by family size. For a family of four in a Midwestern city, it is approximately $15,300 per year compared to the Poverty Level income of $10,000.

Another "late CETA" feature was the establishment of a floor under the enrollemnt of youth in the main training program (Title II-B,C). This was done by setting the minimum for each jurisdiction at the 1977 level (approximately a 50% nationwide average). In addition, a concept of "equitable" levels of service for "significant" segments required enrollment targets for age groups and racial minorities.

Background of JTPA Eligibility/Target Group MIS: The Reagan Administration and the Republican majority in Sentate came in determined to change CETA. They had essentially three major objectives: eliminate Public Service Employment and living allowance payments completely; reduce the size of the program overall as part of an overall reduction in Federal spending; turn leadership of the program over to local private industry groups; and make the program more of a contributor to national productivity improvement ("supply-wide economics"). From an eligibility standpoint, the Reagan Administration proposed to limit eligibility to disadvantaged youth and welfare recipients. Their stated reasons were to restrict the size of the target group to those most in need ("the safety net"). These groups also might be expected to be more able to participate without training allowances.

Congress defeated the move to substantially narrow the program. The ultimate compromise on eligibility went in the other direction by sustaining the prior approach to income level (70% of lower level standard), and opening up substantial "windows" for other groups with employability problems who did not have to meet the income criteria. This was accomplished by authorizing an exemption of income eligibility for 10% of Title II-A enrollment and establishing a new program, Title III, for a portion of the unemployed population -- those laid-off or about to be laid-off because of technical or economic change. There is no "disadvantaged" requirement at all for this program. Moreover, the severe unemployment of the subsequent recession has greatly swelled the number of previously employed, qualified adult workers who legitimately fall below the disadvantaged income guidelines.* Quotas for specific age and racial groups were eliminated, but a minimum youth percentage of 40% of Title II-A is retained and dropouts and AFDC recipients are now singled out for equitable service.

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* As Figure 2 and the accompanying discussion explain, the rules substantially favor the medium length unemployed worker.

"Annual" income is determined by "annualizing" the six month period immediately preceding application and ignores income earned before that period and unemployment insurance.

The final authorized program services represented more of a departure from the past. The essential Reagan/Senate approach was incorporated into the new Act: (1) training allowances were eliminated and work experience curtailed; (2) private industry was made part of a partnership (with local government) to plan the program; and (3) skill training and high performance are to be the chief characteristics of a reformed program.

Eligibility and Mix as Key JTPA Issues: It is clear from the above changes that the mix of participants will be a closely watched, controversial issue in the program. The compromise embodied in the legislation retained most of the eligibility and target groups of the past. The absolute number of people who are eligible has no doubt swelled considerably. On the other hand, the legislation restricts the program from providing some of the previous services that served the most difficult to serve people. The appropriation is less than half its prior level. Under the circumstances, the new business oriented, high skill, high performance JTPA program will be strongly likely to move "upscale" by enrolling generally less disadvantaged populations and will be less attractive than the kind of income support and long term service needed by many of the more disadvantaged groups.

Community agencies concerned with the poor, minority groups and problem youth should find these forces cause for concern. It is quite possible that they will find their constituencies losing ground under JTPA. This may well show up in the program designs proposed in the initial Job Training Plans and in the initial "participants characteristic" reports received by the JTPA Councils. It may then also show up indirectly in their inability to get their referrals and constituency accepted for service.

The material below presents the eligibility criteria completely and discusses the question of enrollment targets and designing for the needs of target groups. It should be of some help to community agencies seeking admittances for individuals and services for the constituencies. It should also help JTPA officials and council members who have to deal with this thorny issue.

SECTION B: JTPA Eligibility Requirements

General: Eligibility for service is a complicated maze that baffles most laymen and confounds the ability of professionals to explain. (The usual approach is "send the client over here and we will fill out the forms and find out.") Three points are especially noteworthy at the beginning: (1) It is dangerous to assume your client or applicant is necessarily not eligible since there are some important "windows" of latitude in the criteria; (2) there are a number of different eligibility circumstances in JTPA (at least six by our count); it is necessary to know which program is involved; not all participants must be economically disadvantaged; (3) Eligibility does not guarantee enrollment. In fact, acceptance is likely to be highly restricted because many opportunities will be based on "ability to benefit" from the training and/or acceptability to the employers providing the training.

Economically Disadvantaged -- The Key Eligibility Concept: As was discussed above, income level/public assistance criteria have long been the central eligibility concept in Federal employment and training programs under the general concept "economically disadvantaged." The details of the final CETA definition are largely carried forward under JTPA. As defined in JTPA Sec. 4(8), the basic criteria are as follows:

1. Be a recipient of "cash welfare payments" under any type of Federal, State or local program and/or be a Food Stamp recipient. (This definition does not include recipients of only in-kind benefits such as housing assistance or Medicaid.)

2. Be a "member" of low income "family" whose "total income" is below one or the other of two Federally defined sliding scales based on family size which, based on the cost of living, vary from locality to locality and are adjusted periodically through ti[illegible].

In the following two pa[illegible], Figure 1 enumerates the precise points for making up the definition of "economically disadvantaged" and presents a current version of the actual income scale.

In understanding the implications of these economically disadvantaged criteria, several points are worthy of note. Most of the "fine print" provisions of the criteria affect opening rather than closing eligibility. The criteria are independent of employment status; applicants can be employed and be eligible. In most states, many Welfare and Food Stamp recipients are employed. Given the income criteria, a head of household with a number of children could be employed full-time making as much as $5-6/hour. On the other hand, the manner in which income is counted favors the recently unemployed since only income from the

FIGURE 1

ECONOMIC DISADVANTAGED CRITERIA USED IN
JTPA ELIGIBILITY FOR SERVICE

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I. Eligibility by Welfare Status: The following persons are eligible without regard to family income.

A. Recipient of Cash Welfare payments under Federal, State or Local Programs including Aid to Families with Dependent Children, Supplemental Security Income or State-local general relief.

B. Food Stamp Recipient.

C. Foster child.

II. Eligibility by Low Income Family Membership: A person is eligible who is from a family whose annual family income is below the lower of two measures of low income (the OMB Poverty Guideline or 70% of the BLS Lower Living Standard Income). The scales have a value for each family size and are adjusted geographically by city and state to reflect the varying cost of living. For illustration, the scale in effect in July, 1983 as it applied to many Middle Western cities is shown below.

| Family Size | Annual |
|---|---|
| 1 | 4,840 |
| 2 | 6,540 |
| 3 | 8,650 |
| 4 | 10,670 |
| 5 | 12,600 |
| 6 | 14,730 |
| 7 | 16,860 |
| 8 | 18,990 |

III. Special Considerations in the Determination of Family Size and Family Income: Several special rules apply to the consideration of what constitutes the "family" of the applicant and what constitutes "income" in the determination of low income family membership.

A. Handicapped Individuals are a family of one. That is, parents income is not considered. Handicapped is defined as a physical or mental disability which constitutes or results in a substantial handicap to employment.

FIGURE 1 (continued)

B. Definition of Family: "Family" will be defined by the Governor in each state. The key question is what constitutes a "family of one" where the income of other family members can be excluded from consideration (particularly for youth or older people).

C. Income Period: "Annual income" under JTPA will be the income received six months immediately preceding enrollment multiplied times two (rather than the actual annual income).

D. Income to be Excluded from "Total Income": In establishing eligibility, the following sources of income will be ignored:

1. Unemployment Compensation
2. Welfare Payments
3. Food Stamps
4. Child Support
5. Housing Assistance Payments and other in-kind benefits.

six months prior to application is considered and unemployment insurance is excluded. Therefore, an unemployed engineer could qualify despite the fact their overall taxable income for the prior year was much higher than the eligibility level.

Other exclusions from "total income" will also help certain kinds of families. The exclusion of child support payments will qualify many needy and not so needy divorced "displaced homemakers." On the other hand, social security income must be counted under JTPA where it has not always been counted in the past.

Another key consideration is the definition of "family" which is left to the discretion of the state. Considerably different results can be obtained depending on the provisions of the definition. The key question is what constitutes a "family of one" where the income of other family members need not be considerd in "total income." JTPA legally defines all handicapped persons as families of one. Historically, under CETA, youth 18 and over have been allowed to qualify as a "family of one even if they were living at home if they provided or were expected to provide at least one-half of their living expenses.

Finally, it should be noted that persons from many struggling "working poor" families will not qualify as economically disadvantaged. The eligibility level is only 70% of the Bureau of Labor Statistics "Lower Standard" which is a bare minimum for comfortable living for a family with many sacrifices implied. Between the level of $15,330 prevailing in early 1983 for middle cost cities and the $10,600 JTPA eligibility will fall many struggling families. Many working poor families with high proportions of earned income as opposed to disregarded income will not be considered disadvantaged.

Other Eligibility Concepts: JTPA eligibility will also be determined by a number of other criteria which will be evaluated supplementary to, or independently of, the "economically disadvantaged" criteria:

1. Youth: As defined in JTPA Sec. 203(c)(1), Youth are individuals 16 through 21 years of age. Specific youth programs also authorize enrollment of 14 and 15 year olds.

2. Adults: As defined in JTPA Sec. 203(c)(2), Adults are all persons 22 and above.

3. Older Worker: Under Sec. 124(d), Older Worker program, an older worker is defined as age 55 or older. This definition might, at the discretion of local JTPA officials, also be used for the "older workers" mentioned in JTPA Sec. 203(a)(2), Title II-A 10% Exemption, and Sec. 302(a), Displaced Worker.

4. Dislocated Workers: As specified in JTPA Title III, the state is given final authority over the specific identification of dislocated workers. From the total language of the section, it is implied that eligibility may be defined separately for each area or even on contract by contract basis. Therefore, the following criteria from the statute are only a general guide to parameters governing the state. JTPA Sec. 302(a) authorizes the state to establish procedures to identify substantial groups of dislocated workers who are eligible because they:

   a. Have been terminated or laid-off (or who have received a notice of such), are eligible for unemployment insurance, and are unlikely to return to their previous industry or occupation.

   b. Have been terminated or have received a notice of such as a result of a permanent closure of plant or facility.

   c. Are long term unemployed and have limited opportunities for employment in a similar occupation in the area including older individuals who may have substantial barriers to employment because of age.

5. Barriers to Employment: JTPA Sec. 203(b) defines "Barriers to Employment" which qualify non-disadvantaged people for enrollment under the 10% Exemption. The section defines barriers as "including, but not limited to," the factors listed here. With the exceptions indicated below, the definitions are left to state or local discretion.

   a. Limited English language proficiency.

   b. Displaced Homemakers.

   c. School dropouts: For purposes of enrollment targets, Sec. 203(b)(3) defines a school dropout as an individual who is neither attending school nor subject to any compulsory attendance law and who has not received secondary school diplomacy or equivalency certificate. At local discretion this definition might be used.

   d. Handicapped (see above).

   e. Older Workers: For purposes of the state-level Older Workers Program, Sec. 124(d) defines older workers as 55 years or older. At local discretion this definition might be used.

f. Veterans: Defined in JTPA Sec. 4(27) as "an individual who served in the active military...service and who was...released therefrom under conditions other than dishonorable.

g. Offenders: Defined in JTPA Sec. 4(17) as "any adult or juvenile who is or has been subject to any state of the criminal justice process" who needs the service.

h. Alcoholics.

i. Addicts.

j. Other locally defined barriers: In addition to these enumerated categories, the state and Service Delivery Area (SDA) seem to be permitted to define and recognize other categories which, in theory, could be broad enough to certify almost any unemployed person for service. One can visualize a category such as "under motivated/under achiever" that would certainly constitute a barrier to employment and would be broad enough to solve most audit problems over participant eligibility.

Eligibility by Program. The criteria defined above are applied in various combinations and with variations to constitute the eligibilaity requirements for the specific JTPA programs. The statute indicates as many as six different JTPA "eligibility situations." Title II-A has the most complicated eligibility provisions: a basic "economically disadvantaged" requirement, a 10% exception for others with "barriers to employment," and finally, specific age criteria for the Older Worker and Exemplary Youth Programs. Summer Youth Employment (Title II-B) is essentially the most simple and categorical, with enrollment limited to Disadvantaged Youth. Title III, Dislocated Workers, is very general but with authority for the state to get specific. Each of these eligibility situations is discussed below and presented in tabular in Figure 2.

1. Title II-A Basic Eligibility: As specified in JTPA Sec. 203(a), Economically Disadvantaged persons, age 16 and over, are eligible for Title II-A programs (local SDA and state-level) except where there are specific requirements as to age such as in the Exemplary Youth Programs and the state-level Older Workers Program.

2. Title II-A 10% Exemption: As specified in JTPA Sec. 203(b), applicants who are not "economically disadvantaged" but suffer from "other barriers to employment" can be legally accepted for service in all Title II-A programs (except the State Older Workers) for up to 10% of total enrollment. Therefore, people with barriers to employment are "eligible" only within the limits of that portion (10%) of total

enrollment of Title II-A programs. While it seems clear from the text that the 10% limit applies to all Title II-A programs of a state or SDA in toto, its application will be left to state or SDA authorites to apply. They could authorize all individual projects to enroll up to 10% "other barrier to employment" people, they could restrict this option to certain projects, or they could simply not permit it to be used.

3. Title II-A State-level Older Workers Program: As defined in JTPA Sec. 124(d), the state must use 3% of Title II-A funds in the state to establish programs in SDAs for Older Workers. Such persons must be 55 years old or above and be economically disadvantaged (no 10% Exemption). However, a SDA might set up its own older worker program and set higher or lower standards and apply the 10% Exemption as they saw fit.

4. Title II-A Exemplary Youth Programs: These are specific program models described in JTPA Sec. 205, primarily for in-school or school-age youth. Eligible are Youth, age 16-21, who are Economically Disadvantaged or have Other Barriers to Employment 14-15 year old eligible youth are eligible for the Pre-employment Skills program (Sec. 205(c)) and may be eligible for other programs depending on subsequent interpretations. There is no requirement that an SDA have Exemplary Programs. Youth with "Other Barriers" might be enrolled up to or exceeding 10% of these programs depending on the state or SDA plan for application of the 10% Exemption.

5. Title II-B Summer Youth Employment: Summer youth programs are restricted to Economically Disadvantaged Youth only. While JTPA defines youth as 16-21, an exception to serve youth 14-15 years old can be had by including it in the SDA plan.

6. Title III, Dislocated Workers: State Governors establish eligibility for Dislocated Workers from the criteria defining Dislocated Workers above. Essentially, these criteria boil down to being laid-off or definitely about to be laid-off from a closing plant or from a declining occupation or industry in which employment is unlikely to be available in the future (see detailed concept above). Among the possibly large and amorphous groups or people to which that definition might apply, the state may single out specific or broad target groups for specific projects. JTPA Sec. 302(b) provides for consultation with individual SDA Private Industry Councils to identify (make eligible) groups of Dislocated Workers. The criteria could be defined as narrowly as the employees of one large terminating plant. Note there is no requirement to be Economically Disadvantaged or even unemployed. In fact, many Economically Dis-

advantaged people may not be eligible because of the previous employment requirements.

Eligibility of 14 and 15 Year Olds: There seem to be only two situations in which 14 and 15 year olds are eligible: (1) The Summer Youth Employment Program (Sec. 253(a)) and (2) The Pre-employment Skills Training Program which is specifically designated for such youth. However, Sec. 205(d)(1) authorizing an Entry Employment Experience Program similar to a CETA in-school Youth Employment program authorizes enrollment of those who have completed a Pre-employment Skills program. However, JTPA authorities and community agencies might well consider the costs of including a large number of younger youth in their program since only a small percentage of the eligible of older youth and adults will be served under the sharply reduced program level that will prevail.

The following Figure summarizes the eligibility of different groups by program category.

Figure 2

ELIGIBILITY BY PROGRAM CATEGORY UNDER THE JOB TRAINING PARTNERSHIP ACT

| | Title II-A Subcategories | | | | | |
|---|---|---|---|---|---|---|
| | Title II-A Basic Eligibility (Sec. 203(a)(1)) | 10% Exemption for Other Barrier to Employment (Sec. 203(a)(2)) | Title II-A Older Worker (Sec. 124(d)) | Title II-A Exemplary Youth Programs (Sec. 205 | Title II-A Summer Youth Employment (Sec. 253(a)) | Title III Displaced Worker (Sec. 302(a)) |
| Income Eligible: Disadvantaged | Must be Member of a Low Income Family or | No Requirement | Must be Member of a Low Income Family or | Must be Member of a Low Income Family, Eligible for 10% Exemption, or | Must be Member of a Low Income Family, or | No Requirement |
| Welfare-Food Stamp Recipient/ Disadvantaged | Welfare Recipients eligible | No Requirement | Welfare Recipients eligible | Welfare Recipients eligible | Welfare Recipients eligible | Welfare Recipients less likely to qualify |
| Age | 16 and Above | 16 and Above | 55 and Above | Age 16-21 with some exceptions for 14-15 year olds (primarily younger youth) | 14-21 | 16 and Above |
| Other Problems | None | Must be:<br>1. Limited English speaker<br>2. Displaced Homemaker<br>3. School Drop-out<br>4. Veteran (without dishonorable discharge<br>5. Teenage Parent<br>6. Handicapped<br>7. Offender<br>8. Alcoholic<br>9. Drug Addict<br>10. Older Worker<br>11. Suffering from some other barrier to Employment | None | Generally will be a youth in school or a younger drop-out | Most will be in-school youth but may also be out-of-school | Must be:<br>1. Eligible for unemployment; laid off or about to be laid off; and unlikely to be recalled<br>2. Terminated or about to be terminated by plant closure<br>3. Long term, unemployed with limited opportunity for reemployment in former occupation |

APPLICABLE TO ALL PROGRAMS: (1) An applicant must be a resident of the jurisdiction for which the funding is allocated. For state-level programs, the applicant need only be a resident of the state. For a program funded from an SDA-level allocation (not necessarily all SDA operated programs) the applicant must be a resident of the SDA unless a specific exception is made in the local plan (Sec. 141(a)).

(2) An applicant must be a U.S. citizen, lawfully admitted resident alien, refugee or paroles or other individual authorized to work in the U.S. by the Attorney General (Sec. 167(a)(5)).

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SECTION C: JTPA Enrollment Requirements for Population Groups

General Observations: In addition to the eligibility requirements (and immediately following them in JTPA Sec. 203), JTPA also includes requirements that specific proportions of services be directed at three specific classes of participants: youth, school dropouts, and welfare recipients in the AFDC program who are required to register under WIN. These provisions reflect Congressional intent that, despite the tendencies to open the program discussed above, the same focus on difficult to serve people should be continued. Congress abandoned the more precise estimating and highly detailed requirements of CETA that age, sex and racial "significant segments" be served in proportion to their proportion to the local population. In their place they substituted requirements that seem precise, but due to their complexity of operational definition, calculation and execution will probably be undefinable in practice. Moreover, these targets do not seem supported by any system of sanctions for noncompliance unless the governors impose such standards. They are not tied into the Performance Standards (JTPA Sec. 106). Therefore, these targets seem to be a guide for "best efforts" on the part of state and SDA level council members and officials but are less than legal absolutes.

Specific Requirements: The Act specifies the following levels of service for particular target groups.

1. Youth Service: As specified in JTPA Sec. 203(b)(2), not less than 40 percent of the funds available (in Title II-A) shall be expended for eligible youth. This level of service is to be adjusted up or down proportionately to the local ratio of disadvantaged youth to the disadvantaged adults in comparison to the national ratio. The requirement is based on the percent of expenditures serving youth rather than the proportion of actual enrollment of youth. That is, a smaller number of youth may be enrolled in more expensive programs or a large number in cheaper programs.

2. School Dropouts: As specified in JTPA Sec. 203(b)(3), "School Dropouts" must be served on an "equitable basis" to their proportion in the total economically disadvantaged population 16 and above. Dropouts are youth and adults who are above the compulsory school attendance age who do not have a high school diploma or equivalency certificate.

3. AFDC Recipients: As specified in JTPA Sec. 203(b)(3), Welfare Recipients receiving grants under the Aid to Families with Dependent Children program who must register under the WIN program (Sec. 402(a)(19) of the Social Security Act) must be served equitably in the Title II-A program.

Meeting the Youth Service Requirement: The requirement for providing a 40% service investment in youth is reasonable. Historically, CETA has enrolled about 46-50% youth in the basic Title II Training Program; 60% or more of all persons served by CETA have been 21 or under. Therefore, applicants for most JTPA services will be over 50% youth and the 40% service level can be obtained with a reasonable attention to youth needs.

Part of the complications are to determine the exact service level required by the Act, and how to operationally identify the actual cost of the services provided (since that is the criteria; not number served). First of all, the level required is not a simple 40%, but an adjusted level for each SDA as required by JTPA Sec. 203(b). The adjustment up or down is to be based on whether disadvantaged youth are a higher or lower proportion of the disadvanaged population based on the national average.

The first problem in complying with the youth service quota is determining what adjustment is to be made in the 40% youth service level requirement for local demographic variations. JTPA Sec. 203(b)(2) requires that the minimum service level for youth be adjusted up or down depending on whether there are proportionately more or fewer youth in the local disadvantaged population than the nation. Unfortunately, this ratio is not to be readily found in the local Census data. (The disadvantaged population is not broken out by age groupings.) DOL is charged with producing an estimate of the national ratio and should produce a standard methodology to produce a local estimate. The JTPA Regulations 630.1(b)(2) also authorize the Governor to develop a state methodology to accomplish the same purpose. Until such time as either of these authorities act, the local SDA can safely stick with the 40% youth service standard.

A second problem is the difficulty of determining the actual level of expenditure for youth. Counting youth service would be easy if youth and adults were served by completely separate programs, but that would not be efficient or programmatically advisable. Most states and SDAs will have some specific youth programs and some general programs open to youth and adults. Therefore, a perfect accounting of youth expenditures would require individual tracking of the amount expended on each youth. It is unlikely that states and SDAs will do that or that they could be held accountable for not meeting the target.

A constructive solution, for those programs that wish to comply in good faith, will be to plan the program with real attention to youth needs. First, a percentage for service to youth could be set aside early in the planning process to provide staff planners and potential service providers with some idea of what should be considered and proposed. If the percentage of service were set at 40% or higher, it is hard to imagine a successful legal challenge. If a goal of less than 40% is set, some demographic data should be mobilized in support of that decision. The data should demonstrate in some way that disad-

vantaged youth are less than 40% of the eligible disadvantaged population (perhaps based on previous CETA experience.) Inevitably, the proof will be faulty in some way, but the JTPA Sec. 203(b)(2) provides for "local determination" on this question. Therefore, the burden of proof will be on the complainant or the higher authority.

However, the real virtue of setting aside a program allocation is not the absolute amount of it, but rather exercise of considering real needs of local disadvantaged youth. Consulting prior local experience under CETA will be helpful: JTPA Sec. 107(a) and 205(b) require an evaluation of previous activities and providers before selecting new ones. The State Job Training Coordinating Council (SJTCC) and Private Industry Council (PIC) have to select among some basic program options for youth service in accordance with planning studies they may do and their own value system. The program options are discussed in detail subsequently but briefly, it is necessary to choose between the following options: (1) Services to in-school youth who need an improved transition to the labor market; (2) competency based education and training; and (3) training opportunities to develop higher level skills which are open to youth. Other methods of ensuring youth enrollment may also be needed such as advertising, recruitment and quotas for youth by component.

For a program that is to be employer-responsive and oriented to higher level job opportunities, service to youth may represent a painful diversion of resources to less productive activities.

To make the youth plan operational, it should contain an identification of the youth programs to be conducted and should be organized in a clear table.

| | Funding | # Served |
|---|---|---|
| 1. Exemplary Youth Program (largely in-school or school to work transition). | $ XXX | XXX |
| 2. Competency based education/ training (largely dropouts, out of school). | $ XXX | XXX |
| 3. General Training Program. | | |
| Program X: $/person served X expected youth in program. | $ XXX | XXX |
| Program Y: $/person served X expected youth in program. | $ XXX | XXX |
| Program Z: $/person served X expected youth in program. | $ XXX | XXX |
| Total Youth Service Level | $ XXX | XXX |

It is necessary to identify both the numbers served as well as the projected expenditures because the youth served will have a different expected placement rate in the performance standards. In addition, the actual numbers of youth served by component will verify for any compliance audit that the required level of funding was actually spent (without a costly individual tracking of expenditures).

Meeting Dropout Requirements: Most of the remarks above relating to the difficulty of establishing hard targets for youth enrollment also relate to dropouts. Census data is elusive. It will show how many youth and adults do not have high school educations but it will not show how many of these are eligible for and need JTPA. The requirement is for "equitable" service which has often been determined to be service roughly proportional to the proportion of the target group to the total disadvantaged population (if that could be determined).

The situation will be more severe in core city areas. Therefore, regardless of the exact proportional representation of dropouts, a JTPA program ought to build a substantial capability to deal with their educational needs. Unfortunately, being an education dropout is often symptomatic of a broader alientation and maladjustment that may require counseling and work conditioning which JTPA was designed to deemphasize. JTPA planning bodies will have to wrestle with this dilemma. If the service level to non-high school graduates is substantially below the levels recorded under CETA, then JTPA planning bodies and community agencies should become concerned.

Meeting Welfare/AFDC Recipient Requirements: Again, it will most likely be impossible to exactly determine welfare recipients in the total disadvantaged population. The requirement really refers to AFDC recipients who are manditorily required to register for training and job placement under the Work Incentive Program. This compulsory registrant group is smaller than the total AFDC recipients because it includes many young recipients below the mandatory registration age of 18. On the other hand, the proportion of mandatory registrants actually referred for training and job placement is only a small fraction of the total referred for registration (usually 10% or less). This complexity and the inadequcy of data on the size of the total disadvantaged population makes the determination of an "equitable" service level extremely difficult. Under the circumstances, a good faith effort would seem sufficient for compliance.

The administration and Congressional officials have proclaimed an increase in welfare emphasis in JTPA. JTPA Sec. 106(a)(2) establishes the "reduction in welfare dependency" as one of the "investment" objectives of JTPA coequal with the objective of increasing "employment and earnings" of disadvantaged participants. Sec. 203(a)(2) establishes the requirement for "equitable" enrollment of AFDC/WIN registrants. DOL also gives encouragement to serving Welfare Recipients by setting

lower Performance Standards (41% vs. a 58% general placement rate) which recognizes the greater difficulty of serving Welfare Recipients.* These steps are as far as the Act goes. The Program Standards do not extend to service level because an "equitable" enrollment level is not precisely defined.

As a practical matter, service to AFDC/WIN registrants will probably not be a priority objective for most state and SDA JTPA programs; that is, unless governors make this a priority objective in their state in an effort to curb welfare costs. Welfare recipients have presented frustrating service problems in employment programs. On the average, they are more poorly educated (over 55% non-high school graduate, predominately female (72%) and a high percentage minority (45%).** As individuals, they often have very limited work history and are ambivalent about working because of fear of failure and child care problems. The "hard to place" person is not likely to be sought out for programs dedicated to meeting employer needs and achieving high placement rates.

Generally, WIN recipients have already been screened by the Employment Service for immediate placement potential. Those needing JTPA services need fairly longer mediation and skill training, and at the end, have a lower probability of success. Of course, many WIN recipients are highly motivated and have gone through college to professional careers in the programs. But JTPA is of limited help with long term training. The bright spot is that welfare can often help with supportive services including childcare and that income maintenance needs will be met by welfare.

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* U.S. Department of Labor, Performance Standards for FY 1984 under Title II-A and III of JTPA.

** 1982 Employment and Training Report of the President.

SECTION D: Nondiscrimination and Other Equity Concerns

Additional Concerns to Those in Statute: The material above discusses the equity concerns specifically written into the Act -- Youth, Dropouts and AFDC Recipients. Older Workers and Dislocated Workers are also definite JTPA priorities, but these groups have special funding set-asides and, therefore, do not have to be factored into local priority considerations. However, there are other groups that have historically been special concerns of employment and training programs and must still be central concerns of JTPA programs despite being left out of the Act itself. These are the groups covered by the protections of the Civil Rights Acts -- racial and ethnic minorities, handicapped, and women -- which JTPA only mentions in a routine requirement for "nondiscrimination." It would be very unwise for most JTPA programs to be insensitive to the special claims of these groups to equity in service. In addition, geographic equity in service delivery will also be an essential practical concern not mentioned in the Act. CETA has accustomed jurisdictions to fair shares of resources just as it has ethnic groups. Equity will be an especially challenging concern as all groups will experience less service and specific consideration under JTPA than they did under CETA.

Nondiscrimination: The only formal legal requirements with respect to racial and other special group needs are the fundamental prohibition against discrimination established in the Civil Rights Acts. These are incorporated as JTPA Sec.167 (a)(2):

> "No individual shall be excluded from participation in, denied the benefits of, subjected to discrimination under, or denied employment in the administration of or in connection with any program assisted in whole or in part under JTPA because of race, color, religion, sex, national origin, age, handicap, or political affiliation or belief."

An employment and training program whose legal and political core is substantially based on the advancement of equality should be especially vigilant that it operate on a nondescriminatory basis. It is also expected by its community to have affirmative programs for ensuring that such access and equality is accomplished. This must be applied to the selection of the participants it serves, its own staff and the contractors it selects to do its work.

Racial and Minority Groups: Specific service quotas for minority groups may be repugnant, perhaps even impossible to effectively administer; however, color-blind administration of JTPA is also probably as undesirable and impossible in many areas in which minorities are a major portion of the population. It is a well established fact that while racial and ethnic minorities

*have not been a majority in employment and training programs,* they are in need of employment and training services and have been served by them way out of proportion to their representation in the general population and even slightly more than their proportion in the poverty population.

Service to Handicapped: Eligibility requirements under JTPA seem weighted toward providing access to the handicapped regardless of economic status. The claim of the handicapped to service under JTPA is somewhat complicated by the existence of the Federal-State Vocational Rehabilitation program which has a specific responsibility for service to the handicapped. There are also state and locally funded service systems for the developmentally disabled. There are millions of people waiting for complete treatment by Vocational Rehabilitation while the number served declines annually. An employer based, high skill, low cost, high effectiveness JTPA program will probably enroll few handicapped without providing for special needs programming. Determination of "equitable" service to the handicapped will require careful value judgment by JTPA authorities and they can be expected to be held answerable for their conclusions.

Women's Concerns: Although women are usually evenly served by employment and training programs, special consideration of their needs is also likely to be strongly urged by certain community agencies and women's groups. The essential problem of women is being relegated to lower wage occupations and higher levels of poverty by complicated circumstances in the labor market and by the problems of raising children. JTPA programs should consider programs to combat sex stereotyping, special supportive service allowances for childcare, and special counseling programs for women. Without special measures, women may suffer from lower placement rates after training and lower average entry wages.

Geographic Equity: There is no requirement in JTPA to provide an equitable distribution by geographic area within Service Delivery Areas. This aspect of service targeting is likely to be more of an issue in multi-jurisdictional programs. An additional concern may be geographic equity among areas of the city. This might become particularly acute as neighborhood-based facilities and programs are closed to cut costs and respond to labor market opportunities.

## SECTION E: Designing for Balanced Participation

The Necessity to Plan for Balance and Compromise: The point of the preceding discussion is that there are legal eligibility requirements, legal target group considerations, practical target group considerations, and formal program objectives. Compromise is inevitable among these factors. All these factors must be kept in mind in selecting the programs offered and the people served. For the SJTCC, PIC or JTPA staff members, it will not suffice to make placements and offer high skill training alone. It is necessary to balance the pursuit of overall program achievement with accomplishment with equity among beneficiary groups.

No plan will be perfect -- administrators and council members must alertly monitor who is actually being served and how effectively they are being served. With a well considered balance of priorities and a strategy to achieve objectives, JTPA programs can either meet their objectives or know how to make the necessary adjustments. In addition, they need to distinguish valid from invalid complaints.

In approaching the JTPA program, community agencies should have knowledge of the legal guaranteed rights and otherwise legitimate objectives of the various beneficiary groups. It also needs to be aware of the local program's effort to balance competing concerns of the other groups that must be satisfied, and the limited resources available. With these facts in mind, it can be a legitimate advocate and critic.

To effectively participate in JTPA Planning and to realize its optimum objectives, community agencies must face the unique features of JTPA and adapt to the kind of possibilities that can be realistically pursued. Some of the key factors likely to affect participant mix and satisfaction are as follows:

- JTPA funding has been reduced and it cannot maintain the same depth of service to individuals as it has in the past.
- The lack of training allowances makes it difficult for really disadvantaged people to participate, unless they can get part-time employment or quickly onto an employer's payroll in OJT.
- PICs are under pressure to produce high levels of placements at reduced cost. They seek clients with higher probabilities of success.
- Service to youth is encouraged by JTPA.

- Business is involved to a much higher degree than before. At least some portions of the business community feel obligated to participate or see financial benefit in it. This may contribute to overall success.

- JTPA can provide a better framework for business participation than before. This requires encouragement of business and pressure on administrators.

Tailoring the Balance: The implication is that many groups may find JTPA inadequate, from the standpoint of their client interests. Client-centered community agencies must insist that they get their fair share and a program balance should be encouraged and accepted. Accepting the risk of offending some groups, one might pursue balance through a program such as the following:

1. Explicit targets for enrollment should be set, and program measures adopted to meet them.

2. Some kind of central application, assessment, counseling and placement facility should be open for those who seek service. As target group imbalances develop, they should be corrected by positive recruitment and selective referral by the center.

3. A comprehensive On-the-Job Training development and support program. Special provision should be made to pursue the new Youth Tryout Employment with for-profit employers.

4. A pool of funds for skill training projects to be developed cooperatively by private employers, training agencies and community agencies to develop training for employers.

5. A pool of funds for individual skill training in existing facilities.

6. Where considered necessary by the PIC and community, projects for special needs could be set up. For example:

   - A Welfare Recipient liaison unit with WIN and Welfare and Employment Service personnel to channel AFDC recipients into JTPA opportunities.

   - A special work experience/remedial training program for problem youth and even low skill adults.

   - A special women's counseling and advocacy unit.

Such a framework would disappoint some groups and only partially satisfy certain needs, but it would provide a diversified, balanced program effectively serving some of those most in need and some of those most able to benefit.

## CHAPTER II -- JTPA for Older Individuals

### SECTION A: The Legislation

The JTPA legislation specifically sets aside 3% of each state's Title II-A funds to establish a Training Program for Older Individuals. However, for agencies considering programs that meet the needs of older individuals and older workers, there are a number of other applicable provisions as well:

Section 124: This section established the targeted training program for older individuals and reads as follows:

> (a) From the funds available for use under Sec. 202(b)(2), the Governor is authorized to provide for job training programs which are developed in conjunction with service delivery areas within the State and which are consistent with the plan for the service delivery area prepared and submitted in accordance with the provisions in Sec. 104, individuals in employment opportunities with private business concerns.
>
> (b) In carrying out this section, the Governor shall, after consultation with appropriate Private Industry Councils and chief elected officials, enter into agreements with public agencies, nonprofit private organizations, and private business concerns.
>
> (c) The Governor shall give consideration to assisting programs involving training for jobs in growth industries and jobs reflecting the use of new technological skills.
>
> (d) An individual shall be eligible to participate in a job training program under this section only if the individual is economically disadvantaged and has attained 55 years of age.

The Congressional Record remarks on this section indicates that it was Congress' intent to provide these funds for the following purposes:

* To educate employers to the benefits of hiring older persons as workers and to break negative stereotypes concerning older workers;
* To encourage older persons to move into the labor force and to upgrade their skills; and
* To urge that organizations that have had experience in operating employment and training programs for this target

population be considered as program operators for the set-aside, including State Units on Aging and Area Agencies on Aging.

There were a number of considerations that prompted Congress to include Section 124 in the JTPA legislation:

The Needs of Older Workers:

The population over the age of 65 is now larger than the number of teenagers and the percent of Older Americans will continue to increase in the future due to the declining birth rate and increasing life expectancy. Many older workers were seriously affected by the recent recession, and the House Select Committee on Aging found that unemployment among this age group was the highest it has been since statistics have been gathered after World War II. Studies have consistently found that it takes unemployed older workers longer to find jobs than younger persons and that when employment is found, it is more likely to be at a lower salary than the job they previously held. One of five Americans over the age of 55 are in poverty. All of these reasons (along with the political clout of this population) led Congress to establish this program.

Previous Employment and Training Programs Underserved Older Persons:

Studies of the Comprehensive Employment and Training Program showed that older persons were not served in proportion to their population size or needs. Congress wanted to assure that this population would receive JTPA assistance and did so by "targeting funds."

Aging Network Advocacy:

The aging network (including those agencies with some experience in operating employment and training programs for older persons) advocated for this provision to ensure that their constitutents would be served by JTPA.

Other sections of the Act that are relevant to the needs of older workers and their implications are:

Section 4(8), Definition of "Economically Disadvantaged":

This section refers to income determination being based on the "family unit." Since some older persons live in extended family households, that person may be below the income guidelines or receive welfare payments or food stamps, but still not be eligible, since the income of all members of the household are included in determining income eligibility. If handicapped, such an individual is eligible for JTPA programs regardless of other household members, but nonhandicapped individuals over the age of 55 are not

provided special consideration. This definition (and DOL's regulations) have been criticized by the aging network as a barrier to the participation of older persons in JTPA. However, the DOL regulations permit the Governor of each state to define "family" and "family income consistent with the definition of family income for other state administered needs-based programs."

Section 121, Governors' Coordination and Special Services Plan:

The plan must "establish criteria for coordinating activities under this Act with programs and services provided by...agencies as the Governor determines to have a direct interest in employment and training and human resource utilization within the state." The 3% set-aside has led most states to include aging agencies specifically in this plan and require SDA coordination agreements with them. Local SDA Job Training Plans must include coordination plans with aging agencies (if required by the Governor) in order to have their plans approved. In cases where set-aside is operated by the aging network, these agencies are usually required to develop agreements with SDAs.

Section 141, General Program Requirements:

This section requires each job training plan to "provide equitable services among substantial segments of the population." Consequently, older persons (as a substantial segment of the population) must be planned for and included.

Section 161, Nondiscrimination:

Prohibition against discrimination in JTPA programs and operations specifically include the Age Discrimination Act of 1975.

Section 202, Incentive Grants:

The state may decide to provide incentive grants to SDAs (with this 6% set-aside) serving "hard-to-serve individuals," including possibly older workers. In such states, SDAs can increase their funding levels by making special plans to serve older individuals and maximizing their involvement.

Section 203, 10% Window for those with Barriers to Employment:

Up to 10% of SDA's Title II-A participants may be over the JTPA income guidelines if they have barriers to employment. Older workers are specifically cited among those who have encountered such barriers and the potential exists for older persons to also fit into other specifically cited

categories, such as displaced homeworker, handicapped, veterans, etc. This "window" may make coordination with other programs (such as Title V of the Older Americans Act) possible and to permit SDAs in states that have included total household family income in determining eligibility to still provide employment and training services to older persons in over-income households.

Section 123, State Education Coordination Grants:

This section makes 8% of the state's Title II-A funds available to educational entities to encourage coordination with job training plans and training, including vocational education. Since vocational education has traditionally and primarily focused on the needs of youth, the potential for making vocational education and training available to older persons should not be overlooked, especially if this target group is designated as requiring special assistance by the Governor as permitted by the Act. Community agencies should advocate to have funds set aside for this purpose in the required cooperative agreements.

Section 501, Amendment to the Wagner-Peyser Act (The Employment Service):

The Governor may also designate older workers as a special needs group under this part of the legislation, and target part of the 10% additional allocation provided under this section for use by employment services in providing counseling, testing and assessment, and job development to older persons.

Title III, Employment and Training Assistance for Dislocated Workers:

Eligibility for services under this Title specifically includes "any older individuals who may have substantial barriers to employment by reason of age." Since permanent lay-offs and factory closings are particularly devastating to older workers (who may never have another job), states may be encouraged to provide significant Title III resources to their retraining, support, and job placement.

Each of these sections of the Act potentially provide community organizations the opportunity to expand the resources available for meeting the needs of older persons and to advocate for their fair share of employment and training programs.

## The State Decision on Administration of the 3% Set-Aside

Even though Congress targeted these funds to training programs for older individuals, they left it to each state to decide how the funds would be administered, what coordination requirements would be mandated, and what programs would be operated. Some states have decided to continue the targeting emphasis of this program by establishing special programs for older persons, and some have attempted to mainstream older workers into the general employment and training network. These two approaches (targeting and mainstreaming) can be defined as:

Targeting: This approach emphasizes the words "Older Individuals" in the Training Program for Older Individuals. Congress, by setting aside the 3% funds, decided to "target" a portion of JTPA funds for the exclusive purpose of meeting the needs of those of 55 years of age or older. Many states have decided that the best mechanism for assuring this intent was to provide that the Aging Network operate these programs given their familiarity with the needs of older persons. In those cases, the set-aside has been frequently given to the State Unit on Aging in that state to administer, who, in turn, has contracted with Area Agencies on Aging, Councils on Aging, and/or Senior Community Service Program operators to deliver this program.

However, even in those states that have decided to operate the set-aside funds through the SDAs, SDAs have had to decide whether to operate programs so funded in conjunction with other Title II-A programs or establish special programs that are "targeted" exclusively to older persons and/or have staff specialists with this specific and sole responsibility. In summary, "targeting" is an approach that assures emphasis on older individuals through programs and structures limited to their participation. It is "group" based.

Mainstreaming: This approach emphasizes the words "Training Program" in the Training Program for Older Individuals. While by legislative mandates these funds may only be expended on the older population, this policy decision encourages older persons to be included in the broader employment and training programs operated by the State and SDA. Some special considerations to the specific needs of this population will be given in this case, but always within the constraints and context of the larger program operations. In other words, older workers will be assessed and enrolled by the same staff who performs those functions for the general population and older persons will frequently be assigned to training classes along with those of lesser age. In summary, "mainstreaming" is an approach that includes older persons in broader JTPA programs, while charging-off individual program expenses for those that meet the criteria for eligibility for the 3% set-aside and meeting the targeting mandate through cost allocation. It is "individual" based.

A recent draft study by the National Association of State Units on Aging found that states made the initial "targeting" or "mainstreaming" decision as follows:

- 39% of the states responding to the survey funded SDAs to administer, plan for, and/or operate the set-aside. (Mainstreaming).

- 29% allocated these funds to the State Unit on Aging (SUA) for local operation by members of the Aging Network, such as Area Agencies on Aging or Senior Community Services Programs. (Targeting).

- 14% provided funding for the State Unit on Aging to conduct a general request-for-proposal process to operate set-aside programs. (Targeting).

- 7% had the State JTPA Administering Agency conduct an RFP process for program contracts. (Mainstreaming).

- 11% used a combination of approaches with funds allocated to both the SUA and the JTPA State Agency with divided responsibility for program operations and/or studies. (Mainstreaming and Targeting).

Before we further discuss "targeting" versus "mainstreaming" decisions, the "aging network" will be further described.

SECTION B: The Aging Network

The Aging Network is a frequently used description of public and nonprofit private agencies that provide services to and advocate for older individuals. The Older American Act provides funding for much of this network: State Units on Aging are established in every state who in turn provides funding and monitoring to Councils on Aging and to nonprofits in substate areas called Area Agencies on Aging (AAAs). These agencies operate a spectrum of programs meeting the needs of older individuals, including case management, information and referral, nutrition, transportation, and many others. Some have used their funds in this local control model to establish employment and training programs.

Another section of the Older Americans Act (Title V) establishes the Senior Community Services Program which provides for subsidized placement of low income older persons in community service jobs in public or nonprofit agencies. It is operated (unlike other OAA programs) by the Department of Labor who has recently set a goal of 15% placement rate for SCSP participants in unsubsidized jobs, including the private sector. DOL provides funding to both national organizations and to state units to operate this program. State operators are State Units on Aging, who sometimes subcontract its operation to the national contractors or to local aging agencies.

Finally, the "network" includes countless local municipal and nonprofit agencies that are not officially affiliated with this Federal funding chain, but are involved in programs that focus on the needs of older persons.

SECTION C: The Operation of the Set-Aside in SDAs

As previously noted, the states have differed on their distribution of the set-aside at the state level and the policy decision of whether to target or mainstream older individuals. No matter what the state decision as these funds reach the local level, this policy decision will either be reinforced or diverted in emphasis:

* If the SUA is administering the set-aside on the state-level, those funds may be contracted to a local aging agency or a SDA. An aging agency may decide to operate the program directly in conjunction with other aging programs (targeting) or subcontract with the SDA or other training entity to provide training for older persons in its regular training programs and processes, target older persons through special programs and procedures, or develop a combination of approaches with some program activities being mainstreamed and some being targeted.

* If the State JTPA Administering Agency is to administer these funds, again, the funds may either be provided to SDAs or contracted to aging agencies. If provided to SDAs, the set-aside may be contracted to in-toto or in-part to an aging agency (targeting) or operated in-house with either a mainstreaming or targeting approach.

The following chart diagrams this policy chain and decision tree on these alternative approaches. Each approach has pluses and minuses, particularly on the local level.

SECTION D: Pluses and Minuses of the Two Approaches

The decision to mainstream or target the older individual set-aside can be summarized to result in the following pluses and miuses; however, this paper will also discuss how the minuses can be compensated through supportive strategies.

Pluses:

| | Mainstreaming | | Targeting |
|---|---|---|---|
| 1. | Employment and Training Agencies have significant experience in operating training programs. | 1. | Aging Agencies have significant experience in operating programs for older persons. |
| 2. | It is frequently not as cost effective to operate separate programs as integrated programs (economy scale). | 2. | The set-aside program can be integrated into other aging programs, such as transportation, counseling, etc. |
| 3. | Those that are under 60 may be more comfortable with an "employment and training program" rather than an "aging program." | 3. | Those over 60 may be more comfortable with an "aging program that is governed by their peers and operates other programs. |
| 4. | Comprehensive employment and training programs can be offered with minimal coordination requirements and time consuming activities. | 4. | There are mechanisms in place to recruit and outreach for older persons that may also need employment and training services. |
| 5. | Older persons may receive more services since there are more JTPA funds to draw on. | 5. | There is only a minimal possibility that older workers will not be emphasized and served since the agency mission is dedicated to this population. |

| | | | |
|---|---|---|---|
| 6. | The possibility for private sector involvement is greater due to the PIC membership. | 6. | Aging agencies are used to serving as advocates for older persons and may be able to break down employer hiring barriers and stereotypes regarding older workers. |
| 7. | General employment and training staff understand the job market and its requirements. | 7. | Staff with experience in working with older persons may understand their needs better and not be as likely to hold negative stereotypes. |

Minuses:

| | Mainstreaming | | Targeting |
|---|---|---|---|
| 1. | CETA "mainstreamed" older individual and the national statistics indicated that only a small percentage were served. | 1. | The local dollar level for the 3% set-aside may be so small that comprehensive services cannot be provided. |
| 2. | Most local employment and training programs do not have an advocacy perspective (which is required to change employer attitudes regarding older workers. | 2. | Job training is not just another social service program and may require skills that aging agency staff do not have. |
| 3. | Older individuals learn differently than younger trainees; "mainstreaming" them into general classrooms will usually result in less participation since trainers are more used to training younger trainees and older individuals are frequently not used to classroom situations. | 3. | Work places are integrated with both younger and older workers and separate training denies the reality of the world of work. |
| | | 4. | Older workers should also have their fair share of other JTPA funds, and to have separate programs for them encourages the view that "now they've been taken care of." |
| 4. | Since 40% of Title II-A funds must be spent on youth, in general, employment and training program operators may be more interested in this population. | | |

5. The performance standards measure increase in earnings and older workers frequently will not make as much as they did previously; this may lead SDAs to not aggressively serve them in order to make the standards.

5. The community may not think of an aging agency as an "employment and training resource" and not seek out the services from them.

Compensating Strategies:

Mainstreaming

1. Subcontract some of the program components such as recruitment and intake to aging agencies.

2. Staff training in the needs and problems of older individuals and older workers and aging resources in general.

3. Integrate older workers in as many general programs as possible, but design special support services to meet the particular needs of older individuals.

4. Use the resources of the aging network to provide supportive services to older individuals.

Targeting

1. Subcontract some of the program components such as assessment, training, and placement to employment and training agencies.

2. Staff training in the successful practices of employment and training programs and the requirements for excellent training programs.

3. Refer older workers to mainstream programs operated by others whenever possible to reserve as many dollars as possible of the set-aside as for any special programs needed.

4. Attract other private and public resources to build on the 3% set-aside to assure adequate support.

5. The SDA and PIC and the Aging Network form a Committee to coordinate program resources and to advocate for the needs of the older worker and market the older worker to the private sector community.

6. Whether required by the Governor's Coordination plan or not, develop interagency agreements that focus on mutual resource use and coordination of complementary programs.

7. Assure that subcontractors understand both the needs of older persons and employment and training program operation skills through joint training and technical assistance programs.

8. In those cases where the Aging Network is the local operator for the 3% set-aside, join with the SDA in developing requests for proposals that will be jointly funded and monitored in terms of both the targeting and mainstreaming objectives.

9. Encourage state-level linkages between the State Unit on Aging and the JTPA Administering Agency to assure that programs are coordinated at the policy level and permit easy coordination at the local level.

10. Aging Agencies and SDAs should both work with Labor Unions and other Title III (displaced worker) grantees since this program overlaps the concerns of both. (Most displaced workers are in fact "older workers" who require the most transitional assistance.)

11. SDAs should outstation staff workers at aging agency locations on a frequent basis and aging agency representatives should do the same with employment and training agency locations to facilitate information and referral.

SECTION E: Program Design Considerations

Whether developing targeted programs or mainstreamed programs, the responsible agency should keep the following considerations in mind as they design programs using the older worker set-aside:

* There are primarily four general classifications of older individuals that may seek JTPA services: (1) The displaced or dislocated worker; (2) the displaced homemaker that may be seeking his/her first job or reentering the job market after a long absence; and (4) the dissatisfied retiree that may have been forced into retirement.

Consequently, older individuals that may be potential JTPA participants are not a homogenous group and have signifcantly different needs. For example, the displaced homemaker may need general vocational counseling or an intensive brush-up of past skills that have been dormant. The dissatisfied retiree may merely need job hunt assistance in the area of their previous employent. The long-term unemployment may need the full gamut of services from training to placement.

* The Title V program under the Older Americans Act has been increasingly viewed as an employment and training program. However, it is a public service employment program (which is limited by JTPA), and sets eligibility at 125% of the poverty level (which is higher than JTPA eligibility gudelines; the income from the Title V placement may in fact push such participants even further over the income limits.) Such Title V participants could be eligible for JTPA services after their placement ends and JTPA could (in turn) refer older individuals needing work experience and stipends to this program in exchange for these services.

* Many older adults have a fear of reentering the classroom which must be compensated for through such methods as counseling, peer only classrooms, teachers experienced and trained to work with this age group, and others.

* A slower initial pace for training may be required. Even though learning capacity does not change with age, classroom and learning skills may need to become sharpened initially.

* Many older individuals themselves hold the negative stereotypes concerning their age group as workers; these must be broken in order to bring about the self-confidence needed to train for and find a job.

* The types of jobs most desirable to older individuals are often part-time jobs or jobs with flexible hours. Efforts should be made to develop such jobs for placements in the private sector.

SECTION F: National Resources for Older Worker Programs

A number of national public and private agencies have produced publications that address the needs of older workers and the older worker set-aside. Some of these groups are:

AMERICAN ASSOCIATION OF RETIRED PERSONS,

Institute of Lifetime Learning,
1909 K Street, N.W., Washington, D.C. 20049
202/872-4700

Publications: "Training Older Persons for Employment: The Job Training Partnership Act"; "Second Career Opportunities for Older Persons"; "Learning Opportunities for Older Persons"; "Second Career Opportunities for Older Persons Program Guide". (All are available without cost upon request.)

NATIONAL ASSOCIATION OF STATE UNITS ON AGING,

600 Maryland Avenue, S.W., Washington, D.C. 20024
202/487-7182

Publications: "The Older Worker: State Unit on Aging Employment Initiatives"; "The Job Training Partnership Act: State Unit on Aging Initiatives". NASUA also hosts conferences that focus on the older worker and JTPA.

NATIONAL COMMISSION FOR EMPLOYMENT POLICY,

1522 K Street, N.W., Suite 300, Washington, D.C. 20005
202/724-1545

Publications: "Older Workers: A Demonstration Project" (the activities and findings a CETA demonstration grant to Broward County, Florida; available without cost.)

NATIONAL COUNCIL ON THE AGING,

600 Maryland Avenue, S.W., Washington, D.C. 20024
202/479-1200

Publications: Numerous publications that focus on research regarding older workers and program models; write for their publication list. (NCOA is also a national sponsor for the Senior Community Service Program.)

NATIONAL CENTER FOR RESEARCH IN VOCATIONAL EDUCATION,

Ohio State University, Publications Office, Box N,
1960 Kenny Road, Columbus, Ohio 43210
1-800/848-4815

Publications: "Older Workers: What Voc Ed Can Do." ($4.95)

OPERATION ABLE,

36 South Wabash Avenue, Chicago, Illinois 60603
312/782-3335

Publications: This is one of the oldest and most successful local programs providing employment and training programs to older persons. They have comprehensive training materials available for a fee to help local programs plan their programs.

NATIONAL GOVERNORS' ASSOCIATION,

Hall of the States, Suite 250,
444 North Capitol,
Washington, D.C. 20001
202/624-5409

Publications: "Older Workers and the Governors' 3% Set-Aside."

OFFICE OF NATIONAL PROGRAMS FOR OLDER WORKERS,

U.S. Department of Labor, Employment and Training Administration, 601 D Street, N.W., Room 6122, Washington, D.C. 20004

The Federal Office that operates the Senior Community Services Program.

NATIONAL ALLIANCE OF BUSINESS,

1015 15th Street, N.W., Washington, D.C. 20005
202/289-2910

SECTION G: An Older Worker Model

## I. The Older Worker in Rural California

Prepared by
Jim Gordon, Sacramento, CA

This outline is based in large part on surveys of SDAs in rural California and of the five regional employment and training agencies that comprise the membership of La Cooperativa, the association where I am employed. In addition, I analyzed MIS data from both Title II 78% and 3% programs, and from the La Cooperativa agencies.

The points made in the outline, then, will provide little in the way of surprise for you, the professional, in the employment and training field. It is based on experices of your agency and your counterpart agencies in this state.

My personal observation is that aside from minor cosmetic differences of transportation and availability of a variety of assisting service agencies, rural programs differ primarily from urban programs in terms of size. The problems of a laid-off older cannery worker in Long Beach and a laid-off food production worker in Dinuba are probably more significant in terms of age difference, if any, than of geographic difference.

The problems, though, of mounting a successful JTPA Title II 3% program in Tulare County differ from those of Long Beach, though, in terms of size. There are different problems in the design of a program whose budget is perhaps, $30,000 or less, than from programs of more than $100,000 in funding.

A smaller community, though, has its compensating advantages, as can be found in Section III.

## II. Designing Successful Rural Older Worker Programs

During the first two years of JTPA in California, the average number of persons aged 55 or older who were placed in jobs was eighteen per SDA per year (ten through the 3% program and eight through the 78% program).

Some rural SDAs, although smaller than the average SDA in terms of 78% and 3% allocations, exceeded this yearly average.

Here are some elements common to most in their program design.

First, they utilized their Private Industry Council members and other local employers to personally sell the concept of hiring older workers. A positive environment was created on a person-to-person basis, and through using the images of well-known local persons in the media.

Second, older workers were not segregated to the 3% program, but resources from all programs were used to promote and support older workers. This included job developers, counselors, intake workers, and OJT contracts. Additionally, the planning process was designed to encourage the participation and hence support of other agencies of employers.

Third, a variety of techniques were used in recruitment. It was not expected that older people would find out for themselves about the program, or if they heard about it, would utilize it, without positive efforts made to gain their confidence.

Fourth, job developers were trained to continually search for opportunities for older workers as a part of their regular routine.

Fifth, specialized job preparation workshops and flexible OJT contracts appeared to provide the most successful results as a training module. Support services for older workers were no less costly than for younger workers, but were of a different kind.

## III. What Does Work in Rural California, Creating the Positive Environment

Rural communities frequently have a luxury urban communities do not. People deal with people they know in a variety of settings. Successful older worker program operators utilize the personal approach to creating an environment where the older worker is accepted if not sought out as a valuable and profitable employee.

Some of the techniques mentioned most frequently were:

First, show the quote well known local people and companies in promotional materials which provide recognized third party endorsements to the concept of hiring older workers.

Second, promote the older worker program as a part of the effective overall programs of the Private Industry Council. Feature Council members in the literature. A community will accept the older worker program to the extent they trust and respect Council members.

Third, use Council members, to the extent possible, as speakers, whether to business groups, service clubs, or on public service announcements.

Fourth, one program operator mentioned that the hardest sell was to members of the Private Industry Council. Once they were convinced that recruiting and training workers with decades of experience is a very positive contribution a Private Industry Council can make to its community, its members made sure that their business associates went along.

## IV. Planning the Rural Older Worker Program

Most successful rural programs utilized the network of Older American and senior citizen agencies to assist them in developing plans for designing the 3% RFPs. They negotiated a buy-in to assure success.

Those Private Industry Councils that employed their own job developers and intake units utilized these for finding jobs and assessing clients. The 3% budgets were not sufficient to provide expert staff for these functions.

Older clients were assigned to the 3% program, but also to 78%, 10%, and Title III programs as appropriate. In some instances, they were referred to the Title V or the Title IV, Section 402 program operator for services and resources. Successful program operators tend to try to fit the resources to the person, rather than the other way around.

Sufficient support service funds were allocated to assure that identified barriers to employment could be overcome. These services often included the cost of medical devices and appliances, fixing-up transportation, arranging for senior care for dependent relatives, and other services not common to the younger worker.

## V. Recruiting Older Workers

When asked why he robbed banks, Willie "The Actor" Sutton, the great prison escape artist and bank robber replied, "Because that's where the money is."

Where are the older, unemployed, low-income JTPA eligible workes in rural California? And, how can JTPA programs access them?

Successful program operators tell us to:

First, meet the EDD and DSS staff in workshop or individual settings to assure that they fully understand how JTPA programs can assist their caseload, and who specifically they should call in what situations. There <u>are</u> older workers on AFDC eligible for the GAIN program, and those should be a priority group for recruitment.

Second, network with senior groups, not only with Area Council on Aging Organizations, but with the California Congress for Senior Citizens, American Association of Retired Persons, and other groups that have membership in your area. (89% of American Association of Retired Persons have incomes below the poverty line according to one survey report.

Third, utilize minority staff members familiar with the local community to outreach within their communities. While we are all familiar with the role of the Black Church has among older Black individuals, in most communities there is not a similar institution for the Hispanic rural JTPA eligible. One of the major California employment and training programs for farm workers on review of their statistics for older workers found that less than 5% of their enrollments were of Hispanic surname for their older worker programs. They had to specially assign one of their community workers to access those particular locations where the older Hispanics congregated in the small towns in their service area. Many special hard-to-reach sub-population groups among older JTPA eligible workers can be reached most effectively by persons from their own group -- media, social service organizations, government agencies are not a part of their communication network.

Fourth, one successful older worker program accesses their older population through publications and newsletters targeted at trailer parks, residential areas characterized by an older population.

## VI. Job Development in Rural Areas for Older Workers

Lily Araujo, although lacking the national notoriety of Willie Sutton, is quite well known in Dinuba, where she is a job developer. Lily says, "I have a little saying about job developers. Ninety-five percent of the people are order-takers, five percent are order-makers. The five percent know how to make friends, they are very creative, they have ideas, they have pride and they love their work."

Agencies which have achieved the highest job placements for older workers and other special populations characterize their job developers as "order makers" rather than as "order takers." When queried about what this means, the following points are most often made.

First, when calling on an employer, inquire about their feelings toward the older worker (or other population groups). Draw out negative stereotypes - if they are there - and leave material providing third party support for employing older workers. Note on index cards those employers likely to hire an older worker for an available opening.

Second, when calling on an employer, observe which now employ older workers, compliment the employer on this and note this information on an index card.

Third, probe the employer about the need for part time or limited skill workers. In rural areas, many older workers have as their primary experience manual labor, low-skilled jobs, often outdoors. Some employers may have a potential opening for such a worker, if they knew they could find such a person.

Fourth, probe an employer about absenteeism and turnover. Older workers are perceived as reliable and no longer interested in mobility. Note on index cards those employers who would perceive their personal problems as being solved through the addition of older workers.

Fifth, make sure your local economic development agencies and business developers are aware of your supply of older workers, and how they can be assets to employers. These agencies and people can become advocates of your older worker client group, and sources of information for new opportunities for jobs.

## VII. Training Modules for Older Workers

Most successful older worker programs utilize employer-based rather than classroom training for acquisition of job skills.

Program operators provide the following reasons for this:

First, attempts to mainstream older workers into training classes for younger workers have not been beneficial. Personality, cultural, and attitudinal issues often have to be sorted out before serious learning can occur, and training time is too short for this.

Second, except for lower skill, lower paying jobs, there are not the aggregation of job opportunities in rural areas for older workers to permit the development of a skills curriculum with a student instructor ratio to justify budgetary considerations.

Third, many of the job openings are in small businesses where the owner-manager would just as soon use a hands-on approach, and appreciates the payments from an OJT contract.

Fourth, and perhaps most importantly, a large percentage of older workers will have limited classroom experience, and no recent experience of learning in a class setting. Many program operators observe that the older worker is more productive learning in a hands-on setting on the job.

On the converse side, certain operators believe that where job aggregation makes it potentially feasible for a classroom

approach, employers will become used to hiring these classroom graduates to fill their jobs.

Most successful older worker programs, though, find that job search assistance workshops, motivational workshops, and peer network counseling sessions have a high payoff in relation to placement. Overcoming low self esteem, and preparation for changing long-standing work and personal habits in order to find and retain a job need intensive attention, perhaps even a higher priority than job skills training.

## VIII. In Conclusion

Rural SDAs which have successful older worker programs have a variety of approaches to what they do, but all have one element in common. Their programs beg, borrow, and utilize all elements of JTPA to make this thing work.

They use their Private Industry Council members, they utilize the good efforts and volunteer assistance of other agencies and from the employer community, and ask all of their staff and program operators to participate in looking out for opportunities for, and to provide service to the older worker.

Agencies who have not as yet been able to put together this kind of a cooperative effort have not been as successful with their 3% programs.

Perhaps, the greatest assistance that can be provided these latter agencies, can come through the advice and assistance of the agencies who are succeeding or who are on their way to success in serving the older worker. This is a mechanism we need to further develop. Just as cooperation is the key at the local level, cooperation, I believe, is the key to assuring a more successful program.

## IX. About the Author

Jim Gordon, author of the outline on older workers in rural California, is senior policy analyst with La Cooperativa, an association of rural employment and training programs in California.

His background in manpower and rural development programs has been derived from a variety of perspectives. He has served as general manager of a Chicago metals manufacturing company with somewhat over 100 employees, and as consultant in program design and evaluation to the U.S. Department of Labor, the U.S. Economic Development Administration, and the U.S. Department of Housing and Community Development.

In California, Jim was executive director of the State's Office of Minority Business Development, and served on the California Rural Affairs Council under Governor Reagan.

In his local Sacramento community, he has served as Board Chairman of a community based organization heavily involved in employment and training and senior issues, and produced a monthly public affairs program for the local CBS TV affiliate.

Jim has taught community development at the postgraduate level, and authored a variety of articles, handbooks, and pamphlets on manpower and economic development topics.

# CHAPTER IV

## MODEL PROGRAMS FOR COMMUNITY AGENCY PARTICIPATION

A. ON-THE-JOB TRAINING BROKER

"Self-Direction and OJT"

Prepared by: U.S. Conference of Mayors

Introduction

The Seattle Urban League's employment and training program illustrates how an on-the-job training (OJT) program can be effectively integrated into a job search assistance program. The Seattle League began a job search program in 1968 with funding from the United Way. The OJT program dates from 1973, and has been funded as part of its Comprehensive Training and Employment Act (CETA) programs. Over the past ten years these two programs have grown together, and in FY 1982 over 1,600 people visited the League's Job Search Center. Ultimately, over 600 applicants found jobs, most through direct placement, and about 80 through OJT placement. In follow-up surveys, the League's Employment Department staff have found 89% of these individuals, both direct and OJT placements, still employed, either in the original job or another one. Approximately 85% of all placements were in private businesses, and the average wage gain of participants in the League's program was $2.68 hr., rising from a $1.85 to $4.83. Roughly a third of these placements were young people between the ages of 16 and 24. For the group as a whole, there were an almost equal number of men and women, and racially, 73% were Black, 10% White, 7% Asian, 5% Hispanic, and 5% "other".

The program appears to owe its success to three elements.

-- Emphasis on individual responsibility in the search for a job;

-- Support for program participants, both while they are looking for work, and while they are on the job as trainees; and,

-- Work with employers to line up OJT slots, and to make sure participants get real training.

None of these is especially novel, but in the case of the Seattle Urban League program they appear to have been given close attention and careful implementation. These elements can be seen in a description of "Self-Direct System" that is the basis of the League's Job Search Assistance Program, and in the administration of the On-The-Job Training Program.

Self-Direct System

Until mid-1982 the League's job search program was organized around service to each individual client, and, with a staff of nearly 40, the Employment Department was able to support this approach. However, as funds became scarcer, and officials faced operating with fewer staff, the League took a second look and decided to shift to a more group-oriented approach.

With these considerations in mind, Douglas Jenkins, appointed director of the Employment Department in April 1982, began implementing what he terms a "self-direct system." As a job counselling and referral program, the system combines individual counseling with group workshops on how to locate and interview for jobs. As an adjunct to the OJT program, it serves as a means of obtaining a thorough assessment of individuals before they are placed in training positions.

An individual's first visit to the League's Job Search Center starts with an individual interview with an assessment counselor. The counselor uses confidential interviews to gather basic information on work history, residency, CETA eligibility, child care needs, employment barriers such as drug dependency or a criminal conviction, etc. In many cases this is as much contact as a person has with the League. He (or she) may look through job opening files once, and not be seen again, presumably either having found a job, or stopped looking.

A-2

But with individuals felt to be particularly low-skilled or poorly focused in their job search, the counselor usually recommends participation in the League's one-week job search workshop, the heart of the self-direct system. The workshops, which are run about twice a month, include about 15 people at a time in 6-hour-a-day sessions. The week is divided into two segments. Mondays and Tuesdays cover a "group vocational employability assessment." As the title indicates, group members are taken through activities designed to identify vocational interests, skill levels, and any special barriers to employability. As such barriers are identified, participants can be directed to the appropriate agency for help, or they can be scheduled for individual counseling sessions with Employment Department staff.

Wednesday, Thursday and Friday sessions are termed the "Job Search Workshop." These meetings cover the basics of filling out applications, interview techniques, and labor market research to locate jobs which are often never announced. During this phase of the workshop participants actually begin to look for work. They prepare resumes for real jobs, make phone calls to arrange interviews, and practice interview techniques with each other and with League staff.

After completing the workshop, group members are encouraged to return each Thursday until they have found a job. These follow-up meetings, called "Reinforcement and Planning Sessions," or "RAP" sessions, last for three hours. Members bring in all relevant information collected during a week of looking for work, e.g., job leads, ideas from friends and family about job possibilities, experiences in interviews, feedback from interviews, etc. All of this is shared with other members of the group. The RAP sessions, Jenkins says, help to build personal ties and support networks. For example, he told of cases of individuals sharing leads on jobs or forming carpools or babysitting pools to facilitate each other's job search. In addition, members of the League's Employment Subcommittee often attend the RAP sessions. Employed for the most part in established Seattle businesses, they help with tips on resumes, interview techniques, and other details of the job search process.

League staff have found that younger, first-time workers are the most susceptible to becoming discouraged and dropping out of the program. To help counter this tendency, they organize young people into the "partnership program" under which four or five are assigned to one of the members of the Employment Subcommittee. The adult volunteer may meet with the young people from time to time showing them around his or her workplace, and talking over career paths and options. In addition, the League does what it can to offset discouragement by sending out letters to those who miss RAP sessions, reminding them of the value of the program, and urging them to return to the regular meetings.

Once a group member has had three interviews and still has not been offered a job, Employment Department staff contact the employers to find out their assessment of the applicant. If the problems are those filling out applications, preparing a resume, or interview skills, League staff can continue to work with the individual to make improvements. However, if it is a more serious matter of basic skill level, i.e.. not having basic skills needed to be considered for available jobs, then consideration is given to placement in an OJT slot. Jenkins emphasized that it is not until an individual has reached this point in the program that he or she is considered for the OJT program. After the initial assessment interview, the workshop, time spent looking for work, and the RAP sessions, the League knows a good deal about the individual, and he knows a good deal about himself.

The OJT Program

The Seattle League uses at least four different approaches to securing OJT positions in local businesses. The first is through "cold canvassing" in which the League, from a list provided by the local Chamber of Commerce, contacts all new businesses in the Seattle-King County area. Contact involves first a letter, and then meetings with company officials. Also, for both new employers and

those employers they have been working with, the League holds quarterly "Employers' Conferences." These meetings usually bring together 15 to 20 company representatives to meet with Employment Department staff to review topics such as customized job training programs, the basic OJT program, the targeted jobs tax credit, and the general benefits of using the League as a source of new employees. For the League, the conferences provide regular contacts with local firms, and an opportunity to market its employment sevices. Similar relationships are maintained with the 45 members of the Employment Subcommittee. Finally, the League maintains an agreement with the local office of the Department of Labor under which firms not in compliance with federal affirmative action hiring guidelines are referred to the League for candidates.

The League's standard OJT contract runs for three months and features a descending reimbursement policy. Both features, according to Jenkins, are fairly unique. He explained that in most instances three months is enough time for an employer to teach the skills involved in most OJT positions. It is also the standard probationary period used by private employers for regular employees. Under the descending reimbursement policy half of the trainees wages will be reimbursed during the first month, 25 percent during the second month, and 10 percent during the third month. According to Jenkins, if employers are meeting their obligations for training, the employees productivity level should be improving month by month, and there should be less need for a wage subsidy. Some variations on this basic contract have been written. For example, jobs such as those requiring plumbing or electrical skills may involve longer training periods. Or, an employer may prefer to maintain the 50 percent subsidy for five or six weeks, and then drop to 10 percent. Figure One lists placements in fiscal year 1983, as of mid-July.

Figure One: OJT Placements FY 1983 (As of mid-July)

| | |
|---|---|
| Auto Mechanics (2) | Assistant Program Coordinators (3) |
| Landscaping (4) | Hair Stylist |
| Restaurant Trainees and Cooks (5) | Shop Helper |
| Clerk/Cashiers (4) | Designer Draftsman |
| Marketing & Sales (2) | Fashion Consultant |
| Building Maintenance (3) | Bookkeeping Mechanic Operator |
| Secretaries/Receptionists (3) | Computer Service Technician |
| Sewing (2) | Jeweler Assistant |
| Recording Engineer (2) | Printer |

Total=40
Average Wage=$5.17
Range= $3.50 - $12.65
Median=$4.50

Jenkins also described what he termed a "customized OJT contract," an approach he developed in his previous position as employment director for the San Mateo County (California) Urban League. The approach is illustrated in a single contract he worked out in California with six vending machine companies to train repairmen by rotating them through each firm in order to learn slightly different repair techniques. In Seattle Jenkins is discussing a customized contract with a ski manufacturing firm with about 300 employees. The firm is expected to take five trainees who will move in stages through several shops in the plant, with the supervisor in each doing the training. Reimbursement will cover the company's expenses for the supervisors' time, materials used, and the lower productivity of the trainees during the early weeks of the program.

Soon after a trainee is placed in a job, a League employment counselor will visit the site to talk with both the employee and the

employer. Frequently, trainees have special problems that need attention during the first few days on the job, e.g., specialized tools, extra money to get to the first payday, or transportation arrangements. In addition, regular on-site counseling meetings are scheduled after 30, 60, and 90 days. The counselor meets with both the employer and employee to review the quality of the training and the quality of the trainee's work. Whenever possible, clear job performance criteria are specified in the initial contract so that both employer and employee can be held responsible.

The result of all of this is that once placed, program participants tend to stay employed. While general conditions in the economy are part of the explanation, Jenkins credits their careful design of OJT positions, and their close attention to trainees, as key contributions to a very high retention rate. A few years before he arrived, he noted, the retention rate for OJT trainees ran between 65 and 70 percent: currently, as noted earlier, it stands at 89 percent.

Current and Future Funding

Funding for these programs has come from the Seattle United Way and the federal CETA program. The Employment Department is operating in FY 1983 with a budget of about $300,000. Of this, $83,000 comes from the United Way, and $217,000 from CETA. Figure Two shows approximate spending for the major expenses in the League's employment program. The specifically OJT portion of the program takes about half of the total budget.

Figure Two: Employment Department Budget
For 1983 (Approximate)

| | |
|---|---|
| Salaries - 14 staff | $190,000 |
| Printing and Duplicating | 37,000 |
| Telephone | 6,000 |
| Rent | 28,000 |
| OJT Reimbursements | 40,000 |
| Total | $300,000 |

The OJT budget assumes 40 people will be placed in positions during the current fiscal year at an average of $1,000 reimbursement per contract. However, operating with a descending reimbursement policy has helped to keep the League's average reimbursement to about $475. Jenkins said, even though he expects to reach 50 placements before the end of September, he will probably return some money to the prime sponsor (the City of Seattle). He explained, that while he would like to spend all of it, he prefers to have his employment specialists bargain very carefully with employers, guided by a strategy of trying to make every placement a direct placement, and encouraging the employer to use the targeted jobs tax credit as the primary subsidy. He said they prefer not to raise the possibility of an OJT contract until an employer has explicitly and specifically proposed an additional need for training support.

Despite the shift to JTPA, and the likelihood of greater competition for funds, Jenkins expects to be operating with about the same base of funding in fy 1984. However, to augment this he is seeking new funding in two areas. One is through the federal refugee assistance program, to retrain Indochinese refugees, and assist them in finding jobs. The second is the dislocated worker program, part of Title III in the new JTPA legislation. Jenkins expects that some of the large employers in the Seattle-King County area, e.g., Boeing Aircraft, would prefer to subcontract with organizations that already have established retraining and job placement programs.

B. RURAL, GENERAL SERVICE PROVIDER

The Rural Development Corporation (RDC) is a Community Action Agency formed back in 1965 under the Economic Opportunity Act. RDC is essentially a community based organization serving low income individuals in a nine county rural area just south of Kansas City. RDC has been involved in training programs almost since its inception. Under the Manpower Development and Training Act RDC operated the Neighborhood Youth Corp program designed to provide work experience for high school students and RDC has also operated adult work experience programs.

From about 1970 to the present RDC has focused its primary employment and training activities on private sector related projects; specifically, through contracts with small businesses for on-the-job training programs.

Adult Programs

RDC has conducted a variety of programs to help adults train for permanent employment opportunities, gain work experience and to learn the skills necessary for effective job searching.

As mentioned, OJT contracts have been RDC's principal activity in recent years. RDC would typically contract with small businesses in both rural and urban settings to place adults in a work/training environment. Typical employers included construction contractors (particularly masonry), hospitals and health clinics, insurance companies, retail establishments and small offices requiring clerical help.

A contract usually had a duration of about 20 weeks. During that time RDC would cover the participating employee's fringe benefits and reimburse the employer for a portion of wages paid. RDC says that about 20% of its costs are covered from CSBG money and the rest comes from direct dollars from the contracts.

RDC claims a high success rate in terms of entered employment rates. RDC cited succes rates of 70% and 90% for two recent contracts. These programs were small, involving

some 307 individuals altogether. RDC noted that the health professions field (ie. nurses aids, assistants in homes for mentally and physically disabled, etc.) was the most successful in terms of entered employment rates and that the average wages paid at the time were $4.00/hour in a rural setting and $4.50/hour in an urban setting. RDC admits, however that one reason for its high success rates is that it selects participants carefully, choosing those who appear to have the most potential. Usually this means displaced workers.

Complimenting its OJT activities, RDC also runs a Job Search Assistance Program. Through a network of intake/-assessment/referral centers in rural and urban areas, RDC helps unemployed and displaced workers find new jobs by providing them with the skills needed to find and successsfully re-enter an employment setting. This program has a duration of 5 weeks; it features classroom training; participants are paid a small subsidy; and RDC claims a success rate of 73% of all participants entering full time employment. This program involves approximately 150 participants at any one time. RDC also admits that there is "creaming" in this program also, and so only those with real potential are accepted into the program.

RDC also carrys on an adult work experience program in cooperation with public and private schools (non-profit), libraries, community colleges etc. RDC handles intake and assesment while the participating institutions pay minimum wage to the participants.

RDC has also been involved in the past in training programs for seasonal farm workers under contract with the Department of Labor. Essentially this program attempted to find non-farm full time work for migrant farmers.

For persons under 18 years of age, RDC is planning to implement a Youth Tryout Program this fall. This program will be a type of OJT experience for teenagers still in school. Only those high school students not planning to attend college are eligible. The students will spend part of their day working for local employers in a training environment. The employers may hire the students on a permanent basis if they wish and students will receive credit for time spent on the job. This program attempts to go beyond mere work experience by encouraging employers to participate and hire the participants on a permanent basis.

Under JTPA, RDC will continue OJT contracts, Adult Work Experience, Job Search Assistance, and it will implement the Youth Tryout Program. RDC will be a primary contractor in

the SDA in which it resides which encompasses some seven counties in a mostly rural setting. RDC expects to receive over $800,000 in JTPA contracts from its PIC and some $350,000 from CSBG for the coming year.

In terms of staff, RDC looks for individuals with some degree of post secondary education, particularly for supervisory personnel. According to Mr. Braithwait, the professionals he prefers most are those with previous supervisory experience such as teachers, administrators and business professionals.

West Central Missouri Rural Development Corporation
P.O. Box 125, 106 W. 4th St.
Appleton City, MO 64724
(816) 476-2185

Charles Braithwait, Executive Director

C. INTERMEDIARY TO BUSINESS: PROVIDING OUTREACH, INTAKE, ASSESSMENT, AND TRAINING

## TRAINING FOR THE FINANCIAL INDUSTRY:

## A Partnership in Boston

Prepared by: U.S. Conference of Mayors

The new glass and steel towers growing up in our cities in the last decade are the most visible evidence of a dramatic change in urban economies. Highrise office buildings have been replacing highrise smokestacks. As industrial firms have moved to outlying areas and overseas, cities have been evolving into centers for governmental, service, and financial businesses. These changes have brought about corresponding and dramatic shifts in the kinds of jobs available in cities, as well as the skills required for these jobs. Action for Boston Community Development (ABCD) illustrates how a community-based organization can work with local businesses to train low-skilled people for the new urban economy.

Working with three local banks, ABCD has developed a training program that places over two hundred low-income people a year in guaranteed entry-level positions in these banks. The program began in 1980 with one bank, added the second in 1982, and has added the third in 1983. In October 1982 the program received a Presidential Citation as one of the outstanding examples of the kind of public-private partnership promoted by President Reagan's Office of Private Sector Initiatives. More substantively and of more direct benefit to the participants, Hill Community College, a local junior college, has

recently accredited the bank training program's business math, accounting, and typing courses, meaning that participants can receive up to nine units of credit towards a degree at the college. This training program is an outgrowth of ABCD's several years of experience in job training, and the working relationships it has established with each of the banks.

A.B.C.D.

ABCD is an educational and human services agency offering programs primarily for Boston's low-income residents. The city's newspapers tend to refer to it as the "city's main anti-poverty agency." Established over 20 years ago as one of the anti-poverty agencies of the mid-sixties, ABCD today runs a wide variety of programs. These include, besides job training and placement,

- Head Start programs for 2,500 children and their parents;
- A tuition-free Urban College program, for those who qualify, in association with Roxbury and Bunker Hill Community Colleges, the University of Massachusetts, and the Management division of Lesley College;
- A summer youth employment program that placed 3,600 young people in 1983;
- Weatherization and fuel Assistance programs;
- Health and social services, including family planning, alcoholism, nutrition, and assistance in getting primary health care services;
- A Foster Grandparent program;
- Leadership training in policy formation and self-government through participation on approximately 40 neighborhood boards.

The ABCD employment and training program includes much more than the bank training program. The programs are organized into three clusters: "Adult Skills Training," which includes classes in clerical skills, data entry, mathematics and allied health professions, food services, English as a Second Language, and multi-lingual accounting, a special program in accounting for people with English as a second language; "Adult Work Experience," a program designed particularly for people without consistent work histories, e.g., ex-offenders, recovering alcoholics or drug abusers, who work with permanent employees of cooperating nonprofit agencies; "new Careers," a program for people interested in careers in human services. All participants in these programs come through one of the 13 Neighborhood employment Centers (NECs) spread around the Boston area. Staff in the NEC interview and counsel applicants and direct them towards job opendings or one of the training programs.

The Bank Training Program

ABCD's bank training program, in many respects, represents the successful evolution of several earlier training programs. It has grown out of relationships established with each of the three banks over several years, especially through the multi-lingual accounting program. Carole McCarthy, director of ABCD's Employment and Training Programs, noted as an example that there were 175 placement in the State Street Bank before the bank decided in the Spring of 1983 to join in a formal bank training program. The first agreement with the Shawmut Bank, signed in 1980, and inaugurated in 1981, came 12 years

the first ABCD training program, working with the bank to prepare 20 low-income Spanish- speaking people to work as key-punch operators. Several years of contact have given the banks an opportunity to appreciate the quality of ABCD training programs, and the value of their graduates. The State Street Bank's Personnel Department substantiated this quality in a recent review of ABCD placements. They found that these employees generally averaged higher scores on supervisory evaluations, and they had half the turnover rate of the rest of the staff.

Applicants for the bank training program go through three levels of screening. Initially they visit one of the NECs where they go through the same interview and skills assessment process as all other applicants. If spaces are available, and they are judged good candidates for bank training, then they are interviewed by staff at ABCD central offices in downtown Boston. At this stage staff are particularly interested in English skills and computational ability. Also, because of federal bank regulations, the program cannot accept ex-offenders. The final interviews are with staff of the bank an applicant is to be placed in.

If accepted by a bank, an applicant joins about 20 others in a series of classes generally run for 26 weeks. These include business English, business math, bookkeeping, accounting, typing, and office practices. Each of these courses has been reviewed and certified by the banks as covering what someone needs to know to be able to perform the jobs in their firms. The 26-week period is not fixed, and, after

13 weeks, if a student meets basic requirements in each of the subject areas, he or she can begin full-time work.

During the training program bank personnel visit classes to talk with students about the variety of jobs that are a part of financial businesses. Some effort is made to impress students with the fact that there are considerable differences in the work that goes on in different parts of a bank, e.g., the trust division, the international division, commercial loans, deposits, etc. Students also visit the banks themselves for tours, and former students return to talk about experience on the job.

Courses are held in ABCD's central downtown offices, and are taught by teachers with business education backgrounds. The bank training program, including all three banks, operates with a total budget of about $300,000 a year. Each bank contributes (as cash, not as in-kind materials or services) roughly half of its share of program costs, or about $50,000 a year. The rest of the money for the Shawmut-Bank of New England portion has come from CETA and Community Services Block Grant funds, and the State Street Bank program is one of the first at ABCD to receive funding under the new Job Training Partnership Act.

ABCD's Executive Director, Robert Coard, hopes to see the bank training program expand as the financial services sector of the city expands. He holds out the hope of training people for 1,000 positions a year. But he stresses the value of reaching that goal through

several small-scale training programs: "We're really going to solve (unemployment) not by the great comprehensive programs, putting the pieces into place like (the bank training program)."

D. PERALTA SERVICES CORPORATION SUPPORTED WORK PROGRAM, ENTREPRENEURAL APPROACH.

The Peralta Services Corporation (PSC), a private non-profit corporation, was established by the Oakland-based Spanish Speaking Unity Council (SSUC) in 1974. It was established to compete for Ford Foundation funding; the National Supported Work Demonstration Project was seeking fifteen demonstration sites nationwide.

As one of the ten demonstration sites, Peralta Services Corporation has received Ford Foundation money, administered by the New York City-based Manpower Demonstration Research Corporation (MDRC), to both implement and research the program's effectiveness in employing ex-offenders, ex-addicts, drop-out youth, and long-term welfare mothers. Now PSC serves only long-term welfare recipients - people who have been on welfare for 30 of the past 36 months - although originally PSC served all four of the project's target groups.

Welfare recipients who volunteer to participate in the program are employed by PSC for twelve months, where they learn good work habits and how to deal with the stress of a job. Moreover, they establish a work history and learn job search skills. The trainees work in crews at one of the three PSC worksites; the Infant Care Center, Childcare Center, and Service Station. These are PSC revenue-producing "businesses" set up to train welfare recipients - they are revenue-producing, not profit-producing. Some trainees are outstationed at the General Electric Lamp Division, a worksite for which PSC contracts with General Electric.

PSC's supported work program is funded from a variety of sources; MDRC, State CETA grants, and other foundation sources. What makes the project unique is the use of AFDC grant diversion. When a welfare recipient comes to work at PSC, part of her grant goes to PSC to be paid out as wages.

PSC works with some of the most economically disadvantaged or the unemployed to develop the work habits, attitudes, motivation and skills they need to find unsubsidized employment. AFDC recipients, according to MDRC's research on the National Supported Work Demonstration Project, have the best placement rate of the four project target groups, averaging around 40%.

The private sector's participation in PSC's supported work program comes in five different forms: 1) private sector representatives sit on PSC and the Spanish Speaking Unity Council's Board of Directors, 2) PSC has received private foundation contributions, 3) at various times over the years worksites have been developed with private firms, 4) PSC itself and its worksites are constituted as private, non-profit entities, and 5) eventually private firms hire PSC graduates.

Supported work is decidedly a social program - given the population it targets and has more trouble involving the private sector than some of the other local programs studied.

BACKGROUND AND HISTORY OF THE SUPPORTED WORK PROGRAM

The concept of supported work evolved out of the sheltered workshops developed in Great Britain, the Netherlands and Sweden during the late sixties. The European sheltered workshops provided subsidized employment for physically and mentally disabled workers. This approach was first applied in New York City by the Vera Institute of Justice in 1972; this project, called Wildcat, worked to employ ex-heroin addicts.

Based on the success of the Wildcat project, a coalition of agencies came together to test and implement a national supported work demonstration; U.S. Department of Labor, Department of Health, Education, and Welfare, Department of Justice, Department of Housing and Urban Development, and the Ford Foundation. In 1974, the New York City-based Manpower Demonstration Research Corporation (MDRC) was organized to oversee the operations and direct research relevant to the supported work project. The population targeted for supported work included ex-heroin addicts, ex-offenders, problem youth and welfare mothers.

In August, 1974, the Spanish Speaking Unity Council competed for and received a planning grant from the Ford Foundation to set up a supported work program for addicts and offenders, reflecting the early anti-crime emphasis of supported work. The Peralta Services Corporation was established and became one of thirteen sites nationwide. In these early years, PSC's program was heavily controlled in light of its research emphasis.

It was not until 1977 that welfare recipients were targeted by PSC and the system of grant diversion developed. In 1976, with support from the U.S. Department of Health, Education and Welfare (HEW) and the State Department of Social Services (DSS), PSC aproached Alameda County for waivers. It took six waivers to establish welfare grant diversion; PSC worked closely with the county and DSS to secure them. A lot of negotiation was required to work out procedures and develop the three-way contract between DSS, Alameda County and PSC.

Grant diversion, at the time, was only done in twelve sites nationwide; Alameda County remains the only grant diversion site in California. Federal waivers to do grant diversion can only exist for a limited number of years - if the practice is to be continued after that, it must be legislated by Congress. In 1981 the California Legislature passed SB-958, a supported work program based directly on the Peralta Service Corporation's experience. This legislation mandates the State to seek continued federal waivers for grant diversion. This SB-958 program has been included in the Governor's Investment In People Initiatives and will be funded out of state revenues, together with additional federal funding through the waiver process.

The PSC program has supported itself through funding from a variety of sources; MDRC/Ford Foundation (before December, 1981 when the project closed), Community Services Administration, State CETA, Oakland's Private Industry Council, Criminal Justice funding, plus income from their service center and child care centers.

In the past, PSC had a number of worksite outstation contracts - G.E.'s Lamp Division, YMCA, Big-O Tires, EMAC, World Airways. These contracts were for house painting, minor rehabilitation, clerical work, packaging - as well as serving as PSC worksites. The building trades resisted the use of non-union PSC trainees in house painting and rehab work. They claimed these job sites constituted unfair competition. Also, in setting up their service station, PSC found opposition from other service stations in the neighborhood who felt PSC's station represented unfair competition because of the subsidies that help support PSC. This is the reason PSC now charges higher prices at their station - to counter the charge of unfair competition.

Like all publicly financed programs, PSC faces cutbacks. In June 1982 AB2X authorized one million dollars for employment training services for AFDC recipients, a part of which is supported work. But PSC will not be able to support itself on grant diversion and its revenue-producing worksites, unless their client population is redefined to focus on the less disadvantaged or more productive unemployed, or, unless PSC is able to mobilize private sector support.

## THE PSC SUPPORTED WORK PROGRAM DESCRIBED

Welfare recipients are referred to the program from the Alameda County Welfare Department. The Work Incentive Unit (WIN/SAU) works with PSC, employs a two-thirds position social worker for this purpose - earlier they had a full-time staff position when PSC hired 50 (as opposed to the current 30) trainees.

WIN social workers work with the Employment Development Department (EDD) to employ welfare recipients - the social worker's job is to interview welfare recipients to assess their need for support services. Social workers also screen clients for those meeting PSC's criteria:

1. The person must have been on aid for 30 of the last 36 months.

2. Must not have any children younger than six years old.

3. Must not have any recent work experience.

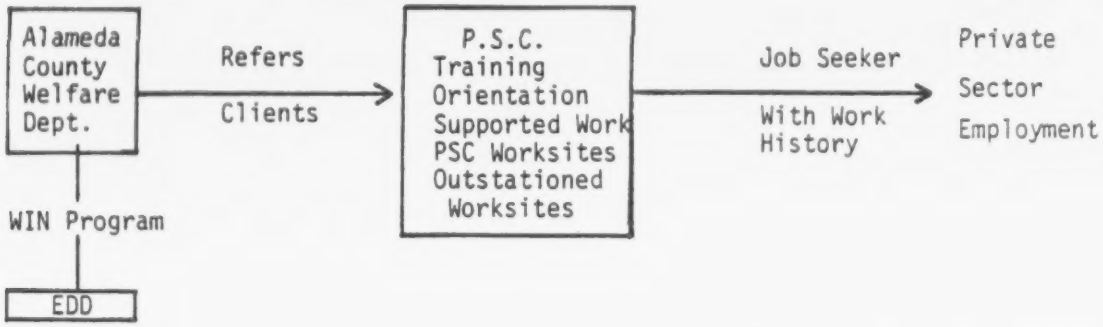
4. Must be registered and certified in the WIN program.

Participants volunteer for the program and are able to drop out without sanction.

Eligible volunteers are referred to PSC. If a person is hired, the WIN unit provides any support services they may need; counseling, child care, etc. WIN staff also assist PSC and the trainees with their monthly income reports and other paperwork requirements.

When a WIN eligible person goes to work at PSC, most of their welfare grant is diverted to PSC to be paid out as trainee wages - where they earn from

CHART 8A: PERALTA SERVICES CORPORATION SUPPORTED WORK PROGRAM




$3.50 to $4.00 per hour. Clients continue to get their standard WIN allowance for transportation and other work related expenses. The waivers obtained for the program state that no income from PSC will figure in the computation of the grant.

Peralta pays out more in wages than they receive from grant diversion. Therefore, PSC must generate additional revenues to pay the difference in wage costs, overhead, administration, etc. (see example on next page).

The supported work approach rests on the belief that people can learn best in a structured and carefully supervised worksite that resembles and reinforces the behavior required in a private sector work place. People never exposed to the world of work and the behavior it requires can learn work habits. Work behavior is not "natural" behavior, but learned; and what many of us take for granted - good attendance, punctuality, a certain deference to authority (i.e., supervisors) - must be taught to people who have never successfully participated in the labor market.

PSC's approach rests on three principles. One, peer support is crucial for teaching and reinforcing good work habits, therefore trainees work in crews of 4 to 10. Two, the world of work is stressful to the trainees and they must gradually be exposed to the pressure; productivity and attendance demands on trainees are gradually increased with bonuses offered as incentives. Three, trainees must learn to take responsibility and work together; with a management by objectives approach, work crews discuss goals, set work objectives and everyone works together to meet those objectives.

PSC interviews referrals from the Welfare Department to see if applicants match program openings. Currently, PSC has openings for 30 trainees in the infant care center, child care center, service station, and outstationed at the G.E. Lamp Division. They used to have more worksites so that every applicant could be hired but now PSC must be more selective. A lot of people come to PSC off the street and are subsequently sent to the welfare program for eligibility determination.

After they are hired, PSC trainees go through a period of orientation and individualized training. Trainees work at the various worksites learning skills that are transferrable to the private sector, developing good work habits, and acquiring work experience and establishing a work history.

CHART 8B

## GRANT DIVERSION COMPUTATION

### An Example

| | | |
|---|---|---|
| Maximum Grant for a 3-Person Family | - | $ 506/Month |
| A WIN Eligible Mother Goes to Work at PSC Making $3.75/hr | - | $ 150/Week |
| | | x 4 1/3 |
| (There is a rule that says if you make more than 150% of aid - you go off aid - that would be $759 in this instance) | | $ 650/Month |
| Subtract $75 Standard Allowance | - | - $ 75 |
| | | $ 575 |
| Subtract the 30 1/3 Income Disregard | | - $ 30 |
| | | $ 545 |
| Divide by 1/3 | | - 182 |
| | | $ 363 |

The family needs $506, they have $363, so their grant is $143. The $363 goes to PSC, the $143 to the client.

Peralta pays $650/month in wages and they are subsidized in the amount of $363. PSC must generate the additional $287 needed per month just for this trainees wages.

Moreover, the thirty and a third income disregard disappears after 4 months (part of the Reagan Administration's changes in AFDC eligibility - October 1981).

Month 1 & 2 - Nothing paid to PSC[2]

Month 3, 4, 5, 6 - $363 paid to PSC

Month 7, 8, 9, 10, 11, 12 - $506[1] paid to PSC
(With the income disregard gone)

But, trainees stay an average of 9 months in the program. The wage costs to PSC for nine months are:

| | |
|---|---|
| | $5,850 |
| Grant Diversion | $2,970 |
| | $2,880 Unmet Costs |

1. Without the disregard, the person is making $575 a month which covers their need of $506 - the entire $506 then goes to PSC.
2. Because of prior month budgeting. If an AFDC recipient earns income in May, for example, that amount is computed for the July budget.

After six to nine months in the program, trainees work with a PSC job developer to learn job search skills and are allowed time off to look for work. Forty percent of PSC trainees go directly into a job; placement is defined as unsubsidized employment for 30 days or more at $5.00 or more per hour. PSC graduates have been placed with a wide variety of Bay Area employers; PSC has compiled a list of some 125 private employers who have hired PSC graduates over the past eight years.

PUBLIC GOALS

The original emphasis of the National Supported Work Demonstration Project - given its target of ex-addicts and ex-offenders - was on the social control (anti-crime) aspect of work. Later, as client definitions broadened, the goal became more one of turning welfare recipients into productive employees. This results in welfare grant savings - by moving long-term welfare recipients off of public assistance. Moreover, workers pay taxes and contribute to the economy's productivity. There is a moral dimension as well; able bodies citizens should work, they should not receive public support.

The PSC supported work program trained some of the most economically disadvantaged people in our society. According to an Alameda County Welfare Department interviewee, "It (PSC) is a good program, its the one place where we can refer people who have nothing going for them. The county gains by getting a program to refer people to who would otherwise have no place to go."

Forty percent of PSC's trainees are placed in unsubsidized employment. While there are no figures available on what welfare savings the PSC program generates for Alameda County, California and its taxpayers, the National Supported Work Demonstration project did conduct a cost-benefit analysis of AFDC recipient participation in supported work programs. The social cost per AFDC target group participant over the first 27 months was calculated to be $6,606. The social benefits were calculated to be $5,818.[1] A net cost of $787 remained after 27 months, but this value becomes positive when the future benefits of program participation are added in.

In a further breakdown of benefits just to taxpayers, the MDRC study concludes that during the first 27 months taxpayers realize a savings of $2,516 in AFDC reductions and taxpayers also benefit from the increased taxes paid by the AFDC women as they move from welfare to a job.[2]

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1. Manpower Demonstration Research Corporation, Summary and Findings of the National Supported Work Demonstration, Ballinger Publishing Company, 1980, pp. 139-142.
2. Social costs include the expense of operating the local program, with the exception of supported workers wages, MDRC administration costs, output participants would have produced had they not been in the program, and additional child care costs related to increased employment. Social benefits include the output produced by the supported workers while they're in the program; increases in their post program earnings, reductions in criminal activities, and savings from participation in other employment, training or drug treatment programs. From the perspective of taxpayers, the reduction in AFDC, medicaid and other transfer payments are most important.

PRIVATE SECTOR GOALS

The underlying philosophy of the Peralta Services Corporation's supported work program is one that appeals to the private sector; that able bodied people should work and be productive. PSC utilizes revenue producing "businesses" or worksites which contribute to the program's support - this is also appealing to the private sector. And yet, private sector involvement in the PSC program is minimal.

One form of private participation comes through membership on policy boards or Boards of Directors. The Spanish Speaking Unity Council incorporated in 1964 and is directed by a 21-member board. The Council is involved in economic and social development in Oakland, with a focus on the Hispanic community. Peralta Services Corporation is one of the SSUC's social programs; SSUC has also operated CETA employment and training programs and provided housing services for seniors. Their economic development activities have included loan packaging and technical assistance to small businesses and housing development. The following entities are represented on SSUC's Board:

1. U.C. Berkeley
2. Employment Development Department
3. Laney College
4. Catholic Church
5. Wells Fargo Bank
6. Oakland Public Schools
7. Pacific Gas & Electric
8. Private Attorney

The Peralta Services Corporation has a smaller working Board with representation from the following:

1. Clorox Corporation
2. Pacific Gas & Electric
3. Building Trades Council
4. Cal State University, Hayward
5. Beebee Memorial Church
6. St. David's Church
7. Employment Development Department
8. Spanish Speaking Unity Council

Why do these companies get involved? Some, like Clorox, have their headquarters in Oakland and have historically been very active in Oakland community affairs. Others agreed to serve on the PSC Board because of past relationships with the Spanish Speaking Unity Council. Still other managers participate because their company has a policy of company community involvement.

The SSUC and PSC have been somewhat successful in mobilizing private sector funding from the Ford Foundation, United Way, and Hewlett-Packard Foundation. Also, Clorox donated money to one of PSC's worksites to purchase equipment. The SSUC and PSC have good track records and reputations in the Oakland community.

The Unity Council has recently changed its emphasis in mobilizing private sector resources. Instead of relying solely on foundation support, SSUC sells services to private companies such as technical assistance to corporations developing an in-house childcare program.

Forty percent of PSC's graduates secure private sector employment. An earlier PSC clerical program had the greatest success according to interviewees; almost all the trainees found employment. Other PSC trainees have found work with a wide variety of Bay Area firms, but not with the companies represented on the policy boards or who have contributed funding.[1] These entry-level positions PSC trainees are qualified for. For example, a number of PSC graduates applied for the ten jobs that opened up with Clorox, but they didn't pass the test. Companies that need the reliable, low-skill, industrial labor - for which many of PSC trainees are suited for - are generally not the ones concerned with community relations nor can they benefit from tax deductible contributions or job tax credits.

While PSC has their own worksites, they have also developed outstationed worksites with private companies. At one time, Peralta had six to ten outstations but now have only one at General Electric. Usually outstationed crews are supervised by a company employee, although Peralta staff visit the outstation once a week. Trainees work at the site four days a week, spending the fifth day at Peralta involved in job development and counseling activities.

Peralta carefully chooses the trainees ready for outstationing. They negotiate a price with the private firm, handle the billing, time cares and paychecks. Contracts are made for a minimum of three weeks. Peralta trainees have been outstationed at World Airways in clerical jobs, have done packaging for Clorox and General Electric, and have performed a variety of jobs for YMCA, EMAC and Big-O Tires.

Currently, two people are outstationed at the General Electric Lamp Division warehouse on 98th Avenue in Oakland. Peralta pays the salaries of the trainees while G.E. pays Peralta $3.50 per employee per hour. The trainees sort out broken light bulbs and repackage the unharmed ones.

G.E. first got involved with PSC about five years ago. G.E. products used to be price marked at the plant and whenever the price changed it was a big job to change all the markings. G.E. used Goodwill Industries to help during these work peaks. Eventually Goodwill no longer wanted to do such intermittent work and at about the same time Peralta approached G.E. with the outstation proposal. In addition, G.E. faced a huge repackaging project, taking flashbulbs out of the export packages to put them into packages used for sale in this country. Since PSC had a warehouse in Hayward, where trainees carried out a number of packaging contracts, G.E. sent their flashbulb order to the Hayward warehouse for repackaging. G.E. also provides supervisors for the work.

G.E. and PSC had discussed outstationing trainees at the G.E. warehouse for a few years although PSC was concerned about adequate supervision at the worksite. But a year and a half ago they agreed to try it out. The Lamp Division employs thirty people and provides supervision as well to the PSC workers who sort and repackage bulbs. A price is negotiated - in effect a piecework rate - based on G.E.'s need for low-priced labor and PSC's analysis and the time studies of what the jobs are worth.

1. See Chart 8C on page 86 for a list of firms who have employed PSC trainees.

Outstationed trainees are supported by PSC staff who stop in on a regular basis. PSC takes care of the payroll and deals with any problems that arise with trainees.

Why did G.E. get involved? The bottom line, of course, is cost - G.E. couldn't get the labor they needed at this cost elsewhere. But there are other reasons that General Electric got involved. Company management, headquartered in Cleveland, encourages community involvement and gave permission for this project. The G.E. warehouse supervisor had prior personal experience with public housing projects in Pittsburgh, Pennsylvania and had an understanding of social problems, plus he liked PSC's philosophy of putting people to work and making them self-sufficient.

Peralta Services Corporation's worksites can also be considered as private sector activity; they are private, non-profit, revenue generating corporations. While they are subsidized by public funds, they must generate revenues; still, they have more flexibility as private non-profits to address social and therefore non-profitable goals.

Currently employed at PSC's service station are three Hispanics, two Black AFDC mothers, and one Haitian refugee who goes to night school to learn English. They are trained in island services, pumping gas, checking oil, and are certified by Union Oil upon completion of the program. After two months island service training, participants receive mechanic training, participants receive mechanic training and receive smog, brake and headlight licenses. One PSC employee, a former AFDC mother, after completing the training, went on to become an assistant manager of a local service station.

The service station was established in 1976 and initially PSC had difficulties with other stations in the area charging unfair competition. They also had a hard time convincing the Union Oil Company to lease them the station. But the station opened and is the first business in Peralta supported work history to be profitable.

The PSC child care center is a fee-based operation currently serving fifty children between three and five years old. The center has been in operation for five years and is now training eleven PSC workers. The bulk of this program's funding comes from tuition fees of $160 per month which is about $15 lower than other child care centers. The child care center was built by PSC ex-offenders and addicts, but rent on the land must still be paid; other costs include PG&E, phone, food, equipment, and plumbing. The center's other revenues come from fees and diverted welfare grants.

Trainees work at the center for one year and are paid minimum wages with bonuses for punctuality and good attendance. For two hours a day workers receive child development and arts and crafts training, and they take a free class at Merritt College on early childhood development.

The infant care center does not charge fees but might have to start doing so. It provides infant care to teenage parents so they can go back to

school. The center is licensed to handle 24 children and funding has been extended though the fall of 1982 by the Office of Community Services.

## GENERAL CONCLUSIONS

The Peralta Services Corporation's Supported Work Program is designed to teach work habits to the structurally unemployed who have little or no previous long-term work experience. The program provides a supported work environment, encourages peer support and graduated stress and management by objectives. Forty percent of PCS trainees are directly placed into unsubsidized employment.

The program operates in Oakland, California where many of the unemployed lack necessary skills and job experience. The program is not designed to retrain displaced workers, or provide for the labor needs of the electronics or other industries. It is targeted at public assistance recipients who cannot find private employment.

We can draw a number of conclusions about the private sector and the reasons why they participate in such an employment program. One, the companies that are represented on community Boards are not necessarily the firms that are able to or wish to hire the graduates of Peralta's supported work program. Two, with the exception of Clorox, Board member companies have not contributed funding to the PSC program, nor do they volunteer as worksites. Cal State University Hayward has hired several employees as groundskeepers. The Building Trade Council was very helpful to the construction of the Infant Care Center by endorsing non-union youth to build the center. Beebee Memorial Church has provided worksites for PSC trainees in the past. Moreover, Board representatives contribute legitimacy and prestige to the program. Their membership helps PSC and/or the Unity Council mobilize other public and private resources. They contribute their expertise and experience in business to the program.

Three, the cost of PSC labor was the principal factor in G.E.'s decision to establish an outstation worksite at their warehouse. But the personal philosophy of a Division Manager, plus the corporate policy of community involvement contributed to the decision.

Four, most of the private sector involvement in the supported work program comes from locally-based companies active in Oakland community affairs.

Peralta Services Corporation's relationship to the Alameda County Welfare Department and the State Department of Social Services represents a rare example of coordination between state, local, and community-based organizations. The diversion of welfare grants to private, non-profit employers to be paid back as wages to trainees is an innovative approach, reinforcing the connection between work and pay.

However, if the difference between the diverted grant and the wage costs illustrated earlier is representative, private employers might be reluctant to participate directly in such a program. And will private firms

offer a supportive environment that is essential for PSC's program success?

There are two principal lessons PSC's relationship with the private sector offer to the research questions of this report: One, with an overwhelmingly social program such as supported work, private sector participation is most likely to come from firms headquartered locally with a history of community involvement - direct economic benefits are not the prime motivating factor for such involvement. Two, unlike some of our other case studies, the public-private partnerships involved in PSC's program are not based on direct trade offs between the costs and benefits of a public-private negotiated program. Since private firms don't need what PSC trainees can offer, private participation reflects motives extraneous to the program; Oakland community relations, past relations with the SSUC, company contribution priorities, federal tax write-offs for contributions and general company policies of representation on community Boards.

It is with social programs - offering no direct economic benefit to private companies - that the task of developing public-private partnerships is the most challenging.

CHART 8C

LIST OF EMPLOYERS WHO HAVE HIRED PERALTA SERVICE CORPORATION SUPPORTED WORKERS

1. Vocare Foundation
2. City of Berkeley Parks Department
3. Cal State Hayward
4. Roy's Painting and Carpentry
5. U.S. Chewing Gum Company
6. Northwest Venetian Supply Co.
7. Brodens Chemical
8. Bemis Corporation
9. A B & I Foundry
10. Califoam Corporation of America
11. General Motors-Parts Division
12. Mobil Oil Company
13. Simmons Company
14. Owens Illinois
15. Northwest Venetian Blind
16. Oakland Technical High School
17. New Hope Academy
18. Central Motors Corporation
19. Weyerhaeuser Co.
20. Shaklee Corporation
21. Tell Us Telephone Service
22. Shasta Beverages
23. Gerber Foods
24. Container Corporation of America
25. Granny Goose
26. Crown Zellerbach
27. A.O. Smith Corporation
28. County of Alameda Public Works Dept.
29. Aladdin Heating Corporation
30. Skidmore Owings and Merrill
31. Western Kraft Paper Co.
32. Gino's Automotive
33. Wellmade Product Company
34. Sunshine Biscuits
35. Matrecon Incorporated
36. 1st Enterprise Bank
37. Spanish Speaking Unity Council
38. Household Finance
39. Wellmade Metal Products
40. Jay Liquor
41. Vulcan Foundry Company
42. Liberty House
43. World Airways
44. Cookies and Milk, Inc.
45. Laney Child Care Center
46. Rubber Engineering
47. Lucit Windows Inc.
48. Red Star Industrial Services
49. Saint John's Lutheran Church
50. Ford Motor Company
51. YETP Program, SSUC
52. Zero Waste
53. Eastmont Mall Associates
54. General Food Corporation
55. Giant Snack Company
56. Ornamental Iron Company
57. Coplannar Company
58. Lom Path
59. Nabisco
60. Children's Hospital
61. Seasons Four Sales
62. Kayco Wood Products
63. Charity Arco
64. Central YMCA
65. Parent Child Development Center
66. Alameda Naval Air Station
67. Oakland Better Housing
68. East Bay Skills Center
69. Glass Container Corporation
70. Spandex
71. Mothers Cookies
72. American Red Cross

73. Silks
74. Glass Container Corporation
75. Peralta Service Corporation Child Care Center
76. West Oakland Health Center
77. Peralta Service Corporation Service Station
78. Oak Manor
79. Stauffer Chemical
80. J & J Body Shop
81. Angelus Furniture
82. A-1 Maintenance
83. Ensrvis Contractor
84. A Answer Inc.
85. Thomas Brothers Maps
86. Cal State Hayward
87. Oakland Army Baese
88. Environmental Equipment Corporation
89. Diversified Contract Service
90. A.C. Transit
91. San Leandro Convalescent
92. Montgomery Wards
93. U.P.S.
94. Mare Island Shipyard
95. Peralta Community College
96. Edgewater Chevron
97. Inform on Demand
98. Big 'O Tires
99. Emac Inc.
100. Eastlake YMCA
101. Good Year Tires
102. Ed Reyes Law Firm
103. Brockway Glass
104. Elmhurst Chiropractic
105. Quick Stop, Piedmont

## E. MARKETING

Selling the benefits that JTPA and the PIC can provide to the community is a formidable task. If you think of the benefits that can be provided to the community, to specific businesses, and to low-income people as "products" then modern sales and marketing techniques can be used to help persuade others to accept or "buy" them.

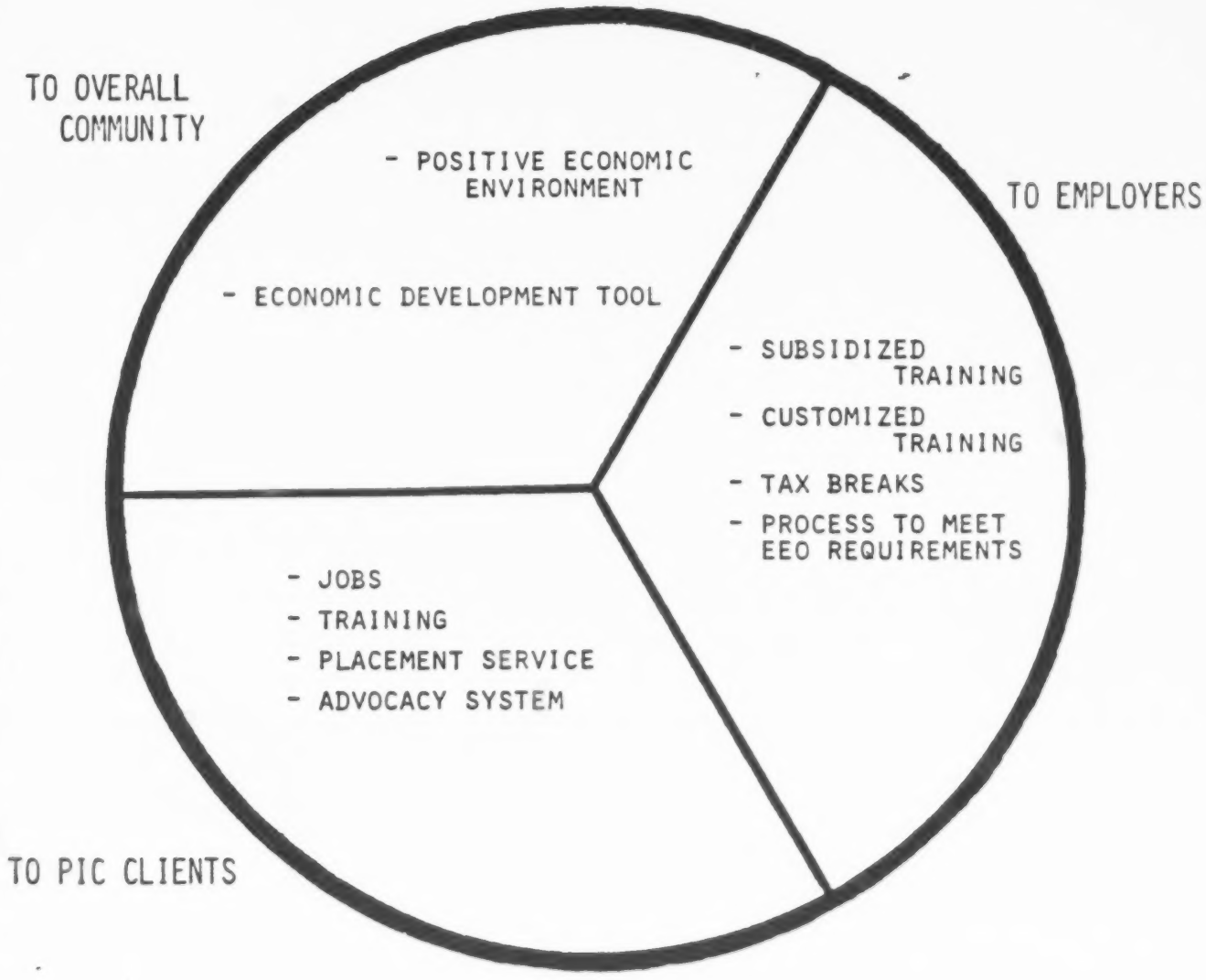
The materials in this section are included to help you think through and develop an approach for marketing.

Item A is a handout that was used at a training session for PICs run by the Missouri State JTPA Office.

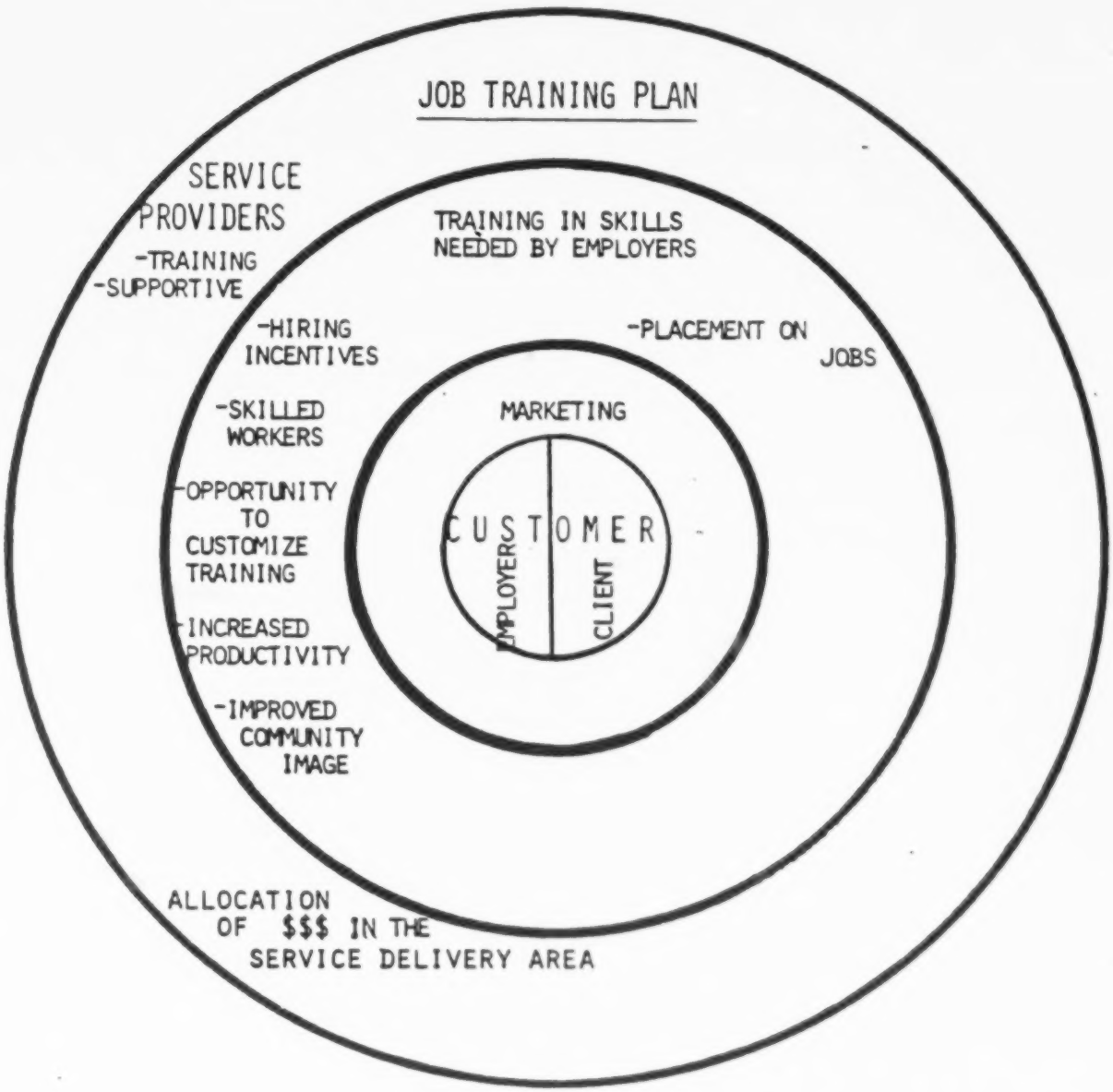
Item B is a NAB Case Study on how the PIC in Baltimore, Maryland developed a marketing plan.

Item C is an outline of a PIC Marketing Plan prepared by the National Alliance of Business.

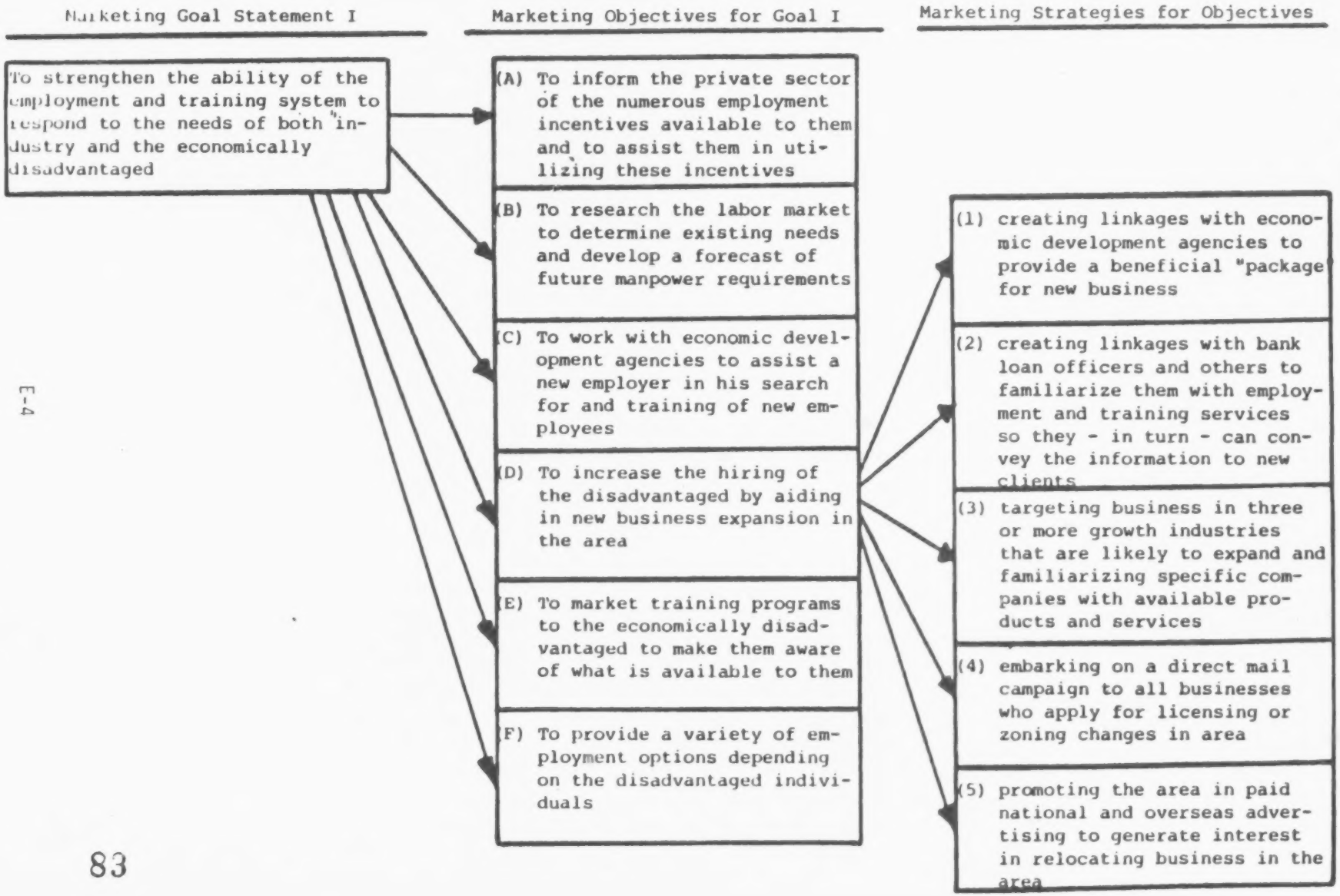
# PIC PRODUCTS FOR SALE



# ROLE OF MARKETING
## IN THE
## SERVICE DELIVERY AREA



## Diagram of Marketing Sequence: From Goals to Objectives to Strategies


Marketing Goal Statement I
To strengthen the ability of the employment and training system to respond to the needs of both industry and the economically disadvantaged
Marketing Objectives for Goal I
(A) To inform the private sector of the numerous employment incentives available to them and to assist them in utilizing these incentives
(B) To research the labor market to determine existing needs and develop a forecast of future manpower requirements
(C) To work with economic development agencies to assist a new employer in his search for and training of new employees
(D) To increase the hiring of the disadvantaged by aiding in new business expansion in the area
(E) To market training programs to the economically disadvantaged to make them aware of what is available to them
(F) To provide a variety of employment options depending on the disadvantaged individuals
Marketing Strategies for Objectives
(1) creating linkages with economic development agencies to provide a beneficial "package for new business
(2) creating linkages with bank loan officers and others to familiarize them with employment and training services so they - in turn - can convey the information to new clients
(3) targeting business in three or more growth industries that are likely to expand and familiarizing specific companies with available products and services
(4) embarking on a direct mail campaign to all businesses who apply for licensing or zoning changes in area
(5) promoting the area in paid national and overseas advertising to generate interest in relocating business in the area

## Marketing Plan Checklist

## for Employment and Training Organizations

(1) Organization's Mission (stated in terms of: client population, service delivery, organizational roles)

(2) Marketing Planning Team

_____ _____

_____ _____

_____ _____

(3) Trends Affecting the Organization
(e.g. client needs, funding sources, programs, unique conditions competition)

(4) Environmental Factors Affecting Marketing Strategy
(e.g. social, economic, political, cultural)

| 5 years ago - | Today - | 5 years from now |
|---|---|---|
| _____ | _____ | _____ |
| _____ | _____ | _____ |
| _____ | _____ | _____ |
| _____ | _____ | _____ |
| _____ | _____ | _____ |

(5) Marketing Goals

(e.g. develop constituency, define products, enlarge market, improve profitability)

(6) Market Research Components

(e.g. historical data, survey/interviews, public information, other)

(7) Key Marketing Factors

(e.g. unique advantages, marketing accountability, demand for services, Board support, capacity to change, public relations, etc)

(8) Current Organization Chart for Marketing

(9) Proposed Reorganization Chart for Marketing

# MARKETING STRATEGY OUTLINE

Name of Program:
Marketing Budget:

Marketing Objective:

Target Audience(s):
Primary:

Secondary:

Marketing Resources: Contact Person
Gratuitous:

Paid:

Plan of Action:

| Activity | Marketing Resource | Approach | Time Frame | Est. Cost |
|---|---|---|---|---|

EXAMPLE

# MARKETING STRATEGY OUTLINE

Name of Program: On-the-Job Training (OJT)

Marketing Budget: $1,500.00

Marketing Objective: To inform private sector employers of the cost/benefits and savings that can be realized by hiring JTPA eligible employees through the on the Job Training program.

Target Audience(s):

Primary: Prospective employers, corporate personnel managers, cooporate executives and small business owners.

Secondary: Potential program participants

Marketing Resources:

| | | Contact Person |
|---|---|---|
| Gratuitous: | Press Releases (Newspaper) | John Smith, Editor-Gazette |
| | Public Service Announcements | Al Adams-Public Affairs, KWAM-TV |
| | Presentations to Business and Civic Clubs | Bill Smart-Littletown Rotary |
| Paid: | | Glenn Jones-Hometown Jaycees |
| | Radio Advertisement | Benstone-Acct. Mgr. KLPA-FM |
| | Television Spots | Jim Johnston-Acct. Exec. KPTV |
| | Newspaper Ads | Betty Allen-Advertising-Gazette |
| | Direct Mailing | PIC Staff & Action Printing |

Plan of Action:

| Activity | Marketing Resource | Approach | Time Frame | Est. Cost |
|---|---|---|---|---|
| Create General Program Awareness | Press Release | Prepare press release on OJT indicating programs objective and benefits to business distribute in person | DEC-JAN | $20 (Printing) |
| | P.S.A.'s | - Localize PSA's provided by state and distribute to local radio and TV stations for immediate airing | DEC-JAN | N/C |
| Solicit Private Sector participation | Speakers Bureau | Schedule presentations to Civic & Business organizations describing program specific | JAN-MAR | N/C |
| | P.S.A. | Continue P.S.A.'s release second series of P.S.A.'s giving more specifie info. on programs | JAN-MAR | N/C |
| | Newspaper Ads | - Place ads once/week for four weeks in Business Section of GAZETTE | FEB | 300.00 |

(10) Budget for Marketing Staff and Expenses

| Staff | current | 1 year | 5 years |
|---|---|---|---|
| • technical/professional | _____ | _____ | _____ |
| • support | _____ | _____ | _____ |
| Printing | _____ | _____ | _____ |
| Consultant | _____ | _____ | _____ |
| Postage | _____ | _____ | _____ |
| Travel | _____ | _____ | _____ |
| Publications | _____ | _____ | _____ |
| Conferences | _____ | _____ | _____ |
| Other (Specify) | _____ | _____ | _____ |
| Total | _____ | _____ | _____ |

(11) Guidelines for New Marketing Development

(12) Review Procedures

This Marketing Plan Has Received Board of Directors Approval _____ (Date)

Other Comments

Item B

May 1981

Private Sector Initiative Program

PSIP clearinghouse

# PIC PROFILE: MARKETING

## Baltimore, Maryland

**PRIVATE INDUSTRY COUNCIL:** Baltimore Metropolitan Private Industry Council (PIC)

**CONTACT PERSON:**

**NAME:** Neil McCabe
PIC Director

**ADDRESS:** Baltimore Metropolitan Private Industry Council
2 Hopkins Plaza, Suite 914
Baltimore, MD 21201

**PHONE:** (301) 659-6767

**MARKETING SERVICES PROVIDED BY:** Richardson, Myers, and Donofrio
10 East Baltimore Street
Baltimore, Maryland 21202

**STATUS:** On-going

**FUNDING LEVEL OF PROGRAM:** $150,000 for FY 1981

**SOURCES OF FUNDS:** Comprehensive Employment and Training Act (CETA), Title VII

**PERCENT OF TITLE VII ALLOCATION:** 5%

**MAJOR GOALS AND DISTINCTIVE FEATURES:** The long-range goals of this marketing campaign are to reduce unemployment by helping economically disadvantaged people find unsubsidized jobs, to attract new business participation in CETA programs, and to convince employers to utilize the Baltimore PIC as an ongoing source for meeting their labor needs.

The Baltimore marketing effort is unique in that it is based on a placement and referral program called Starters, which operates like a placement service in the private sector. A widely publicized telephone number gives employers a centralized location where they can call to place job orders and to inquire about CETA programs and services. The PIC then matches qualified applicants with specific openings from a pool of prescreened CETA clients--primarily individuals coming out of CETA public service jobs or youth programs. The success of Starters depends on the widespread publicity generated by the marketing campaign, so that the referral program and the marketing effort go hand-in-hand to increase employer participation in and awareness of the services and programs offered by the PIC and the Baltimore Prime Sponsor.

The PIC's recent marketing efforts have been designed to respond to an immediate challenge. Because of massive federal cutbacks in the CETA Public Service Employment (PSE) program, the city of Baltimore must lay off some 3000 public service jobholders this spring. The PIC has initiated a special campaign to help at least a portion of these people make the transition into private sector employment.

PIC PROFILE: MARKETING, Baltimore, Maryland May 1981

**TARGETED AUDIENCE:** The overall marketing campaign is aimed at small businesses, because these firms are likely to have the most job openings in the long run. However, the intensive campaign to find positions quickly for public service jobholders is aimed primarily at larger firms which are more likely to have immediate job openings. The first mailing in the PSE campaign was sent to firms with 25 employees or more. The second mailing went to the entire membership of the Baltimore Metropolitan Chamber of Commerce (approximately 1000 firms, a number of which employ over 100 workers).

**TIMETABLE:**

| | |
|---|---|
| August 1980 | PIC survey of 300 firms to determine business community's awareness of and attitude toward CETA. |
| Fall 1980 | Starters program designed as a new marketing approach; three employment counsultants hired by PIC for Starters program. |
| December 1980 to April 1981 | Pre-screening by PIC employment consultants of 500 CETA clients for inclusion in Starters pool. |
| January, February, March 1981 | Letter-writing campaign conducted by PIC members. |
| January 1981 | Meeting of PIC marketing chairman with editors of Baltimore's three major newspapers. |
| February 2, 1981 | Kick-off event: major press conference announcing new Starters program. |
| February 1981 (first two weeks) | Paid newspaper and radio advertisements highlighting Starters. |
| March 1981 (first week) | Paid radio ads broadcast again to maintain interest. |
| End of March, 1981 | Plans developed by the PIC and the Baltimore Prime Sponsor to respond to the announced lay-off of 3000 CETA public service employees by June '81. |
| April 10, 1981 | Datagram describing PSE situation and promoting Starters program sent to 5500 firms. |
| April 15, 1981 | Mailing sent by the Baltimore Chamber of Commerce to chief executives of its membership; first radio public service announcements. |

**LABOR MARKET SURVEY:** The PIC utilizes labor market surveys conducted by the Baltimore Metropolitan Manpower Consortium, the local prime sponsor.

PIC PROFILE: MARKETING, Baltimore, Maryland May 1981

INDUSTRIAL MIX: 37,000 businesses: 1000 businesses - over 100 employees
36,000 businesses - under 100 employees

TARGETED AREA:

The Baltimore Metropolitan Private Industry Council covers the city of Baltimore, as well as neighboring Harford, Howard, Anne Arundel and Carroll Counties. (The county of Baltimore has a separate private industry council.) The city of Baltimore, with its population of approximately 787,000, currently has an unemployment rate of 10 percent. The majority of economically disadvantaged people which the PIC serves come from the city, rather than the neighboring counties; 70% to 80% of Baltimore's CETA registrants are members of minority groups. Major industries in the area include shipping, general manufacturing, service industries, transportation and scientific research.

STRATEGY DESCRIPTION:

**Starters.** The Starters program was developed in the fall of 1980 by the PIC's marketing subcommittee in conjunction with the Baltimore Prime Sponsor. The program was designed to complement, rather than compete with, existing marketing efforts by the prime sponsor.

In the past, the city of Baltimore depended primarily on job developers to promote CETA programs. The prime sponsor operates several manpower centers, each of which has its own job developers who refer CETA-eligible applicants registered at each center to jobs or training programs. In addition, prior to the implementation of Starters in February 1981, the prime sponsor had a central marketing unit of job developers who concentrated on larger companies. One flaw in the system was that an employer who called in wishing to hire through CETA might be referred to several different offices or manpower centers. This reinforced the image of CETA as a complex government bureaucracy. The prime sponsor and the PIC agreed that a simpler approach was needed to give employers access to CETA job candidates.

The Starters program was conceived as a service which would give companies a centralized place to call to inquire about CETA programs, place job orders, and have qualified applicants referred to them for interviews. Because the marketing campaign is designed to generate employer inquiries by phone, Starters staff members do not need to call on companies personally and therefore do not duplicate the efforts of job developers already in the field. The Baltimore Prime Sponsor agreed that Starters would be located adjacent to the PIC's office and would replace the prime sponsor's central marketing unit, but that job developers would continue to operate out of each manpower center.

One other factor influenced the focus of the Starters service. The prime sponsor had found that is easier to place graduates of skill training programs than people coming out of CETA public service jobs or youth programs. As a result, the PIC decided to concentrate its efforts on the latter two groups.

Starters Staff and Pool of Job Applicants. Three employment consultants were hired in the fall of 1980 as the Starters staff. Between December 1980 and April 1981, the employment consultants pre-screened 500 CETA clients for inclusion in the Starters pool.

The program operators look for job applicants who have good work records (if previously in public service employment), good attendance records, confidence, and the ability to communicate. The employment consultants keep a personnel file on each individual admitted into the Starters pool. This file includes a record of the person's skills and experience, attendance records, and an evaluation of the client by his or her supervisor on the previous job. Employment consultants also keep a card file on clients which is arranged by job category, such as clerical, communications, health services or manufacturing. Thus, when a job order comes in, the employment consultant can turn to the job category file to find names of individuals with experience in the desired field.

Employment consultants interview clients twice during the pre-screening process -- once before they are admitted into the Starters pool, and once before they are sent on a job interview. This ensures quality control, so that the Starters staff members are certain they are referring qualified and dependable job applicants to firms.

Employer Profiles. The Starters staff also maintains employer profiles on the companies that call in to the office. These profiles include the company name and address, the contact person, where the firm heard about Starters, what type of business it is, how many jobs are available, the type of jobs opening up, descriptions of the jobs, what qualifications are needed, the starting wages, hours of work, the location of the job site, benefits, advancement opportunities, and whether or not training is necessary for the specific jobs offered.

Referrals. Starters tries to refer at least two people per job order. To maintain credibility with firms, however, the program stresses honesty. If an employment consultant finds that there are no clients in the Starters pool qualified for a particular job, he or she will then attempt to locate a suitable applicant from elsewhere in the local CETA system (CETA training program enrollees, for example). If no qualified applicant can be found, the consultant will tell the firm and ask that the company consider using Starters again in the future.

Classroom Training. The Starters service primarily offers straight job placement or on-the-job training. However, the staff will help a firm arrange a classroom training program if necessary.

Follow-up. Whether a firm hires through Starters or not, the staff always follows up with a personal letter to the company which includes more background information on the services Starters can offer. In addition, employment consultants keep a tickler file on firms that may be hiring again in the future so that the staff can make periodic follow-up calls.

Publicity. The PIC contracted with an advertising firm to help publicize the Starters program. The advertising firm suggested that the PIC highlight the new service through paid newspaper ads, which would be supplemented by paid radio ads. The PIC also generated free publicity through its kick-off event and conducted a letter-writing campaign through its own PIC members.

Kick-off Event. Starters was officially announced on February 2, 1981. A press conference with the mayor of Baltimore (the CETA prime sponsor), CETA director, and PIC chairman was held in the city hall. Starters was described as a service that offered no cost pre-screening for entry-level positions. In addition, the PIC chairman stressed

that financial incentives were available through Starters and that the program had been endorsed by the Personnel Association of Greater Baltimore and local chambers of commerce.

The press conference was covered by all three Baltimore television stations, a few radio stations, and the three major newspapers: The Sun, The News-American, and the Afro-American. In addition, the PIC marketing chairman met with the editorial boards of the three newspapers prior to the kick-off event. Editorials in support of the Starters effort appeared in The Sun and The News-American.

Paid Advertising. Following the kick-off event, the PIC placed a paid newspaper advertisement in all three of Baltimore's papers. The ad ran twice weekly for two weeks. The ad's message, in bold print, read: "We deliver pre-screened job applicants. No charge." It then described the benefits which Starters offered employers.

During the same two weeks, a radio advertisement was broadcast on local radio stations during prime driving time. Each station broadcast fifty 30-second spots per week. Again, the ads stressed that Starters could find qualified job applicants for employers at no charge. Five weeks after the kick-off event, the PIC placed 30 more paid ads on two radio stations to maintain employers' interest in the Starters program.

Letter-writing campaign. The private industry council encouraged each of its 30 business members to write personal letters to at least five colleagues in the business community. The PIC provided members with a sample letter and copies of the newspaper ad to enclose in the mailing. During January, February and March, over 1000 letters were written. One PIC member sent letters to all of his company's suppliers, urging them to use Starters.

PSE Campaign. At the end of March 1981, the city of Baltimore announced that it would have to lay off 3000 people currently in CETA public service jobs because of federal cutbacks in the program. The lay-offs would take place between March and June of 1981. The PIC and the prime sponsor agreed to utilize the new Starters program as one way to try to find private sector jobs for some of the people being laid off. The PIC decided to intensify its marketing efforts and to appeal to employers in two ways. First, the PIC would appeal to a company's civic responsibilities in responding to the PSE transition. Second, the PIC would point out that the transition provided Starters with an expanded pool of qualified people who had gained skills and experience through public service jobs.

Because the prime sponsor had already done a complete profile on all of the CETA job-holders being laid off, the PIC did not need to do the extensive pre-screening that it had done on the original 500 people in its pool.

The PIC's intensified marketing campaign utilizes direct mailings, radio public service announcements, and telephone calls.

Datagram. On April 10th, the PIC sent a datagram, which looks like a telegram, to the personnel directors of 5500 local firms which have 25 employees or more. The datagram, signed by the mayor, encouraged employers to "take advantage of a fresh source of manpower." The datagram listed examples of other companies that had already done so, and stressed that the new pool of workers created through the PSE layoffs consisted of individuals with consistent work records and a willingness to work.

Chamber of Commerce Mailing. The PIC approached the Greater Baltimore Committee (the major metropolitan chamber of commerce) and asked it to send a mailing to the chief executives of firms as a follow-up to the PIC's datagram, which went to personnel directors. The committee agreed to send a letter to the chief executives of its member companies. The letter, sent out on April 15th, was accompanied by a copy of the datagram and reminded firms of their civic responsibility during the PSE transition, and of the fact that Starters is a cost-effective way of locating manpower.

Radio Public Service Announcements. In response to the PSE layoffs, Maryland's strongest radio station agreed to broadcast public service announcements (PSAs) about Starters every three hours for an indefinite period of time (at least two months). The station was one of those that had previously broadcast paid ads for the PIC.

The PSA points out that it is difficult to find good help these days unless you know where to look. It then mentions the PSE situation and says that a fresh pool of job-ready, qualified workers are now available to fill every employer's needs. The announcement then gives specific examples of people being laid-off and the job skills they possess. Each week, the radio station rotates new names on the announcement.

One such ad said: "Through Starters, a free employment service, you can get together with experienced workers like:

Rose, a clerk-typist who can help you with all of your filing, typing and record-keeping needs...

Or Gilbert, a maintenance mechanic with experience in heating, air conditioning, and refrigeration systems...

Or Wendell, a qualified pest and rodent exterminator...."

Follow-Up Calls. In the months ahead, the PIC plans to telephone the companies that received the mailing from the Greater Baltimore Committee.

MARKETING PLAN EVALUATION:

The PIC is evaluating its marketing efforts in two ways. First, employment consultants keep track of where each company heard about Starters. This gives the PIC an ongoing base of knowledge about which marketing techniques are proving the most effective. Second, in August of 1980 the PIC contracted with a firm to conduct a survey of 300 employers—half of whom had participated in CETA in the past, and half of whom had not. The survey was designed to measure the business community's awareness of and attitudes toward CETA.

The survey revealed a general lack of awareness of the many benefits and services which CETA can offer employers. It also showed that 72% of the companies which had hired through CETA in the past were willing to do so again. However, only 50% of the companies that had no experience with CETA were willing to try it. The PIC feels this may be the result of negative coverage of CETA programs by the media in the past, and it plans to conduct a similar survey in August of 1981 to determine if and how much attitudes toward CETA have changed because of its marketing campaign.

PROBLEMS/PROGRESS:

In the initial three months of the marketing campaign (February, March and April), the PIC received over 200 employer inquiries and placed approximately 100 people in jobs. 6.34

The PIC also developed a total of 255 new job openings in response to the inquiries in such fields as secretarial work, maintenance, security guard work, and steel production.

The PIC has found that employer inquiries drop off during weeks when advertising or publicity drops off. For example, during the first two weeks of the campaign in February — when paid radio and newspaper ads were running and after the PIC had received widespread coverage of its kick-off event — the PIC received 70 inquiries (one third of the total inquiries it has received during its three-month operational period). During the following two weeks — when advertising had stopped — the PIC received only 28 inquiries. For Starters to be a success, therefore, the PIC believes that it must continually project an image to the public, either through paid advertising, publicity of news events, public service announcements, or direct mailings. Because of the cost of buying media time, however, the PIC will probably lean more toward public service announcements and direct mailings in the future, although some paid advertising may continue to take place periodically throughout the year.

The PIC has also learned that radio advertising is as or more effective than newspaper advertising. Of the 70 calls from employers during the first two weeks of the campaign, 20% were from newspaper ads, 28% were from radio ads, 18% were from TV coverage of the kick-off event, and 10% were from the letter-writing campaign.

It is too early to evaluate the effect of the PIC's intensified PSE marketing effort. However, responses to the datagram, chamber of commerce mailing, and public service announcements were immediate. In two weeks, the calls from employers jumped again to 70, and the PIC was placing as many as eight people per day. The PIC hopes it can maintain this level of response by keeping the PSE situation before the public eye.

**IMPLEMENTATION HINTS:**

In developing a marketing campaign, it may be necessary to get professional assistance from an advertising or public relations firm. A professional firm can help focus your ideas and tie the campaign into a coordinated package.

Coordinate your marketing campaign with that of the prime sponsor. This avoids unnecessary duplication and can enhance the efforts of both the PIC and the prime sponsor.

Do not do any advertising or promotion until a long-range marketing strategy is set. A long-range plan ensures consistency in the message being projected to the public.

Don't oversell. The name "Starters" was applied to the PIC's marketing effort because the PIC wanted to present its CETA clients as qualified and dependable people but still entry-level. This type of honest advertising helps maintain credibility with firms.

**PRODUCTS AND PUBLICATIONS:**

Newspaper and radio ads, datagram, brochure (printed in April 1981).

## EXAMPLE/SUMMARY OF A PIC MARKETING PLAN

### EXPECTED RESULTS OF THE MARKETING PLAN

1. The details of the PIC Marketing Strategy must be understood in the context of what the strategy is expected to accomplish.

2. Two interrelated goals

   - To expand the access of economically disadvantaged and unemployed residents to good jobs in the local area
   - To facilitate economic development in the local area by alerting companies to the variety of capital resources, employment and training services and tax incentives available to them

3. Three objectives:

   - To expand and improve two-way communication between the public and private sectors
   - To increase private sector utilization of appropriate resources
   - To mobilize the voice of private industry on issues affecting programs designed to bring about economic development and increased employment

4. The bottom-line for the PIC is JOBS for local residents. The goals and objectives set, however, recognize that these JOB opportunities must develop as part of a strong, growing local economy.

5. These goals and objectives have been established to address four major identified needs. These are:

   - High demand for capital resources and tax incentive programs among small to medium-sized businesses with limited knowledge of these resources
   - Complex array of economic stimulus and employment and training programs with varying requirements and procedures
   - Limited awareness of employemnt and training service options and suspicion about governmental "red tape"
   - Difficulty in reaching the Chief Executive Officer (the key decision-maker in small to medium-sized firms) at the precise time when he/she needs any one particular program, e.g., CEO is planning to expand workforce and needs source for skilled workers

6. The PIC Marketing Strategy has been designed to reach out to these CEO's, provide concise information about a range of options, assist the CEO in obtaining the right mix of services and provide a reliable feedback channel between business clients and government.

7. Results obtained will be measured against the three major objectives (See Section 1 of the NAB marketing resources kit for a discussion of PIC goals, objectives and strategies)

## PRODUCT LINES AND MARKET SEGMENTS

1. In defining the types of programs to be represented by the PIC marketing group and the characteristics of potential business clinets, private sector marketing terms have been used

   - Major groupings of related programs have been designated as "product lines", each of which contains a number of individual "products" or programs

   - Local area companies which are the likely "consumers" or users of these products have been grouped into major "segments" of the market by key characteristics

2. The product lines and products the PIC will represent follow:

   - Capital resources--first because of highest interest/demand

   - Tax incentives--second because of substantial interest/demand

   - Employment and Training Services and assistance--third because they may be most attractive in combination with capital or tax incentives

   - Individual programs or products shown in terms of the type of financing offered and business applications; in terms meaningful to CEO

3. Priorities have been set for market segments (the types of companies who are most likely to need both products and PIC services) based on the following guidelines:

   - Private companies in job intensive growth industries (greatest potential for good jobs)

   - Companies in local area (companies near local area if they have a substantial impact on employment of local residents)

   - Companies employing 35 - 1,000 employees (demand high, most potential for growth and jobs, least information and administrative resources)

4. Within these broad parameters, the PIC strategy will vary by product line and size of company (See Section 2 of NAB marketing resources kit for a discussion of market research--targeting and ranking employers and Section 3 for a discussion of product development)

## METHODOLOGY

1. The methodology that has been selected includes three major elements:

   - Business contacts and services including information, referrals, follow-up and special technical assistance
   - Feedback channels including individualized feedback on major issues, and coordination with primary agencies
   - Advertising and public relations strategies including emphasis on increasing private sector awareness of the PIC

2. Methodology illustrates the interrelationship among these major elements (See Sections 4 and 5 of the NAB marketing resources kit)

## ORGANIZATIONAL DESIGN

- The organizational design of the marketing unit includes Sales and Services, Training Consultation and Communications
- Front-line units encompass all primary activities
- PIC top level management emphasize direction, issue review and analysis, and contacts with private/public sector leadership

## THE WORK STATEMENT—ROLES AND RESPONSIBILITIES

1. The organizational design gives each of the components a unique, primary role. For example:

   - Sales and Services is primarily responsible for initial and ongoing business contacts and follow-up
   - Training Consultation is primarily responsible for technical assistance in training design
   - Communication is primarily responsible for advertising and public relations activities

2. None of the units can operate, however, without active support from others either inside or outside of the PIC. For example:

   - Sales and Services staff are dependent on the agencies whose programs they represent for up-to-date information on the programs and mutually acceptable procedures for briefings, referrals, and services to business clients
   - Training Consultation is dependent on Sales and Services for identification of potential clients. In addition, the PIC Program Development staff assist in analyzing employment and training needs, design options and procedures for implementation

- Communication is dependent on both Sales and Services and Training Consultation for a regular flow of information on business clients and public relations activity needs

3. It is necessary to document in more detail the responsibilities of each unit and points of interface. Unit work statements need to be prepared for this purpose.

4. The purpose of the work statement is to translate conceptual strategies and methods into the assigned functions or work for each organizational unit and state the minimum standards for day-to-day operation and performance. It is a guide for deciding what must be done, and how.

5. Work statements account for and assign all PIC marketing activities.

   Each work statement contains:

   - Component purpose or mission
   - Activities
   - Coordination arrangements
     - Support given
     - Support received
   - Standards of performance and measures of effectiveness

## FOCUS ON ACTIVITIES AND COORDINATION

1. The work statements provide guidance for coordinating activities among units by pinpointing each area in which staff will need assistance or information from others.

2. PIC units will need to work out mutually acceptable procedures for achieving good coordination.

3. Coordination procedures will also need to be worked out with other agencies. The potential roles of these agencies are not discussed in detail in the work statements because, obviously, they are not part of the PIC organization. The strategy explains, however, their key partnership role with the PIC.

F. COMPETENCY-BASED PROGRAMMING FOR YOUTH

PREFACE

The purpose of this document is to provide an introduction to competency-based employment and training for young people as envisioned under the recently enacted Job Training Partnership Act.

Under JTPA, the legislative intent is clearly a partnership at the local level designed to meet the needs of program participants and local employers. In that spirit, this Guide has been designed to be of assistance to those playing key roles in JTPA implementation. While this document focuses more on the role of those directly responsible for developing youth programs under JTPA, such as SDA and direct service management and staff, it will be of use to other key actors, as well. This includes the Governor's employment and training staff, Private Industry Councils (PICs), and other agencies supporting SDA efforts.

The Guide is designed to introduce practitioners to the main concepts and practices of competency-based employment and training for young people. The content is based on the experiences of practitioners, and it is intended as a working introduction to major issues in the design, operation, and management of competency-based programs.

In an era of shifting public resources, competency-based employment and training represents an opportunity to target resources more efficiently and to enhance the overall effectiveness of programs. Competency-based employment and training can be an exciting way to bring together sound, commonsense approaches to preparing youth for success in the workplace. The concepts presented here have been used by practitioners in many different contexts; they can be applied with equal success to youth employment and training programming.

There are some objectives that this guide is <u>not</u> designed to meet. The guide is not a "cookbook" with direct, specific instructions for the development of a competency-based system. It does not, for example, suggest that practitioners use a particular type of assessment instrument for

a given competency. Rather, it describes the variety of tools available and leaves considerable room for discretion at the local level. This guide is but the first step in the development of youth employment competencies, just as first steps are being taken for all aspects of the JTPA performance standards process.

THE INTRODUCTION EXPLAINS THE CONTEXT OF COMPETENCY-BASED EMPLOYMENT AND TRAINING FOR YOUTH UNDER JTPA; IT ALSO PROVIDES AN ORIENTATION TO THE CONCEPT OF COMPETENCY-BASED EMPLOYMENT AND TRAINING; AND IT OUTLINES THE ADVANTAGES OF THE COMPETENCY-BASED APPROACH

# PART I: INTRODUCTION

## Section 1: Background

### A. JPTA Legislation and Regulations

The recently enacted Job Training Partnership Act (JTPA) provides a new program and delivery system to train economically disadvantaged persons and others for permanent employment. Consistent with the intent of Congress, the Act provides maximum local authority and flexibility at the state and local levels in the design and administration of programs. Furthermore, the Congress has recognized that as an investment in human capital, job training must be measured against criteria to help determine whether the investment has been productive. As a result, the Secretary of Labor has been directed to establish performance standards for JTPA programs, including programs serving youth. This Guide relates directly to Regulation 629.46(a) and to the U. S. Department of Labor's administrative issuance on performance standards.

Among the factors specified in the legislation as appropriate measures of program success is the attainment by program participants of employment competencies recognized by the local Private Industry Council.

This Guide is written to provide background information, sample activities and techniques, and suggested resources which could be used by those having the responsibility for planning and implementing competency-based employment and training programs for youth under JTPA. This guide is primarily intended for staff of Service Delivery Areas (SDAs) and private industry council (PIC) members who will be playing key roles in the planning and design of youth programs. But it is also written for anyone who will be involved in the partnerships through which JTPA will be carried out. This might include:

- staff of Governors' offices
- Other staff of Service Delivery Areas (SDAs)
- staff of agencies operating youth programs

Within this document, the reader will find an introductory discussion of competency-based employability development planning for young people, with emphasis on:

- working with local business to develop youth competencies;
- developing "indicators" and "benchmarks" of competency attainment;
- assessing competency attainment;
- targeting program services to identified competencies;
- certifying and recording competency attainment.

It should be clear that competency-based employment and training offers an important opportunity for reconceptualizing services to youth. This reconceptualization will provide the opportunity for the more effective targeting of program resources, for tailoring programs to individual needs, and for making programs more responsive to local employer standards.

B. Concept and Context of Competency-Based Employability Development for Youth

For some time now, practitioners in many fields have been experimenting with techniques for improving the learning process by carefully specifying what is to be learned, describing how it will be measured, and designing activities focused on producing the desired learning. These techniques have been helpful to young people engaged in different kinds of learning experiences.

Many public schools today have renewed emphasis on "basics," and are developing standardized, objective measures of "competence" which can be applied to grade completers and graduates. Vocational educators have long built instructional programs around specific, measurable skills which are needed in the workplace. In the employment and training system, several interesting approaches for training youth have been developed based on careful identification of skills youth need for success in the world of work. Some of the more noteworthy of these approaches were the Consolidated Youth Employment Program (CYEP), the Vocational Exploration Demonstration Project (VEDP), the Career Passport Project, the Skill Center Advanced Training and Employment Program (SCATE), and the Hartford Private Sector Training and Employment Program.

Standardized learning objectives are also used extensively and effectively in the private sector. Trainers in business and industry have found training to be more effective when subject matter is presented in specific, measurable terms.

DEFINITION OF COMPETENCY-BASED LEARNING

These techniques, with their focus on defining content to be learned, and the connected tasks of assessing what the learner knows and providing learning experiences which lead to the desired, defined outcome may all be referred to as variations on the concept of "competency-based learning."

The term "competency" is used to indicate a wide range of learnable outcomes. Skills, such as typing, assembling a carburetor, or describing career preferences; knowledge, such as an awareness of career options, understanding of sources of labor market information, or different kinds of academic knowledge; attitudes, such as positive

regard for others, initiative, and willingness to assume the consequences of one's actions; and behavior are all examples of different kinds of competencies.

In the youth employment field, there is a growing recognition among practitioners that competency-based training approaches offer an important new dimension of effective programming. This belief is mirrored in the requirement of the JTPA that competency levels of youth be assessed, and that the specific kinds of competencies against which youth are assessed be certified by Private Industry Councils within each Service Delivery Area (SDA).

Under the Job Training Partnership Act, there are several goals for programs serving youth in addition to the traditional goals of placement and retention in unsubsidized employment. One of these goals is the attainment of employment competencies recognized by the Private Industry Council; another is the completion of elementary, secondary, or postsecondary education or its equivalent; and the third is enrollment in other training programs or apprenticeships, or enlistment in the armed services. Employment competencies are suggested to be of three kinds: (1) Pre-employment and Work Maturity Competencies, (2) Basic Educational Skills Competencies, (2) Basic Educational Skills Competencies, and (3) Job Specific Skills Competencies.

Three Suggested Competency Areas:

1. PRE-EMPLOYMENT AND WORK MATURITY
2. BASIC EDUCATIONAL SKILLS
3. JOB SPECIFIC SKILLS

1. Pre-employment and Work Maturity Competencies

Competencies in this area cover basic awareness of the world of work, including awareness of one's own preferences and interests, as well as demonstrated abilities to meet employer expectations of basic entry-level employee responsibilities, such as regular attendance, ability to carry out instructions, punctuality, and so forth.

> Sample Competency: The participant understands the process of a job interview. Practice interviews will demonstrate this competency.

2. Basic Education Skills Competencies

Basic educational competencies are the fundamental skills of reading, computation, and communication that are needed for successful functioning in the workplace; competencies in this area focus on the application of these skills to real work situations.

Sample Competency: The participant will make correct change, as demonstrated by making no more than two (2) errors on the Money section of the Key Mathematics test.

3. Job Specific Skills Competencies

This competency area covers mastery of basic and advanced skills required for a chosen occupation or cluster of occupations.

Sample Competency: The participant will frame a doorway for a house under construction, as demonstrated by an actual product sample.

Within each "competency area," specific competencies to be learned are to be set in each Service Delivery Area (SDA) in accord with the local labor market's demand.

Within a competency-based employment and training program, each participant is assessed at program entry to determine his or her level of competency attainment and deficiency. Based on the results of the assessment, services can be chosen which remedy the identified deficiencies and build upon evident strengths of the participant. It should be emphasized that assessment is not an end in itself; in order for a competency-based system to be meaningful, assessment must be tied to training and the remediation of competency deficits.

Furthermore, as the participant attains new competencies, a record certifying competency attainment can be developed which can serve as a "resume" for the participant in his or her search for a job, application to another educational institution, or enlistment into the military.

The remainder of this Guide will provide suggestions that will allow program planners and developers to get started with competency-based employability development planning. "Getting Started" may mean designing a new program from the ground up, or it may mean making adjustments to already existing modes of program planning and delivery. The suggestions and techniques contained in this Guide are not meant to imply that youth-serving programs need to be completely redesigned--yet one more time; instead the Guide tries to provide resources that can be used to make ongoing programs better.

The materials making up most of this Guide come from a diversity of sources, some or many of which may already be familiar to readers. Some readers may find the sources new and unfamiliar. For the latter, information is provided in the Resource Section which will allow you to become more familiar with organizations, agencies, and institutions which are involved with the competency-based movement.

The principal sources of most of the materials found in the guide are the following:

- the Comprehensive Youth Employment Program (CYEP) demonstration funded by the U.S. Department of Labor, 1978-1980;
- the amalgam of loosely related programs and practices that come under the heading Competency-Based Education;
- the Vocational Exploration Demonstration Program, also funded by the U.S. Department of Labor, 1978-1980;
- the career and vocational education "movements," especially Experience-Based Career Education, funded during the 1970s, and still ongoing in many places;
- the competency-based adult education movement, which resulted in a comprehensive understanding of adult literacy and the Adult Performance Level (APL) testing program;
- other individual programs such as SCATE in Springfield, MA; the HPSEAP in Hartford, CT; the Job Corps' TAR (Training Achievement Record);
- the growing use of performance-based training and staff development within the private sector.

With this broad background, one can easily imagine that competency-based employability development can be many things to many people. In many places, lack of clear definitions has prevented or at least inhibited program development. In this Guide, we will attempt to synthesize the best of these experiences in ways that are helpful to practitioners.

C. Advantages of a Competency-Based Approach

The advantages of building an employability development program around a competency-based approach are considerable. While the specific outcomes outlined below cannot be promised, they are at least intended to provide the reader with some indication of what is possible, what other practitioners have found, and what some reasons for giving the matter careful attention might be.

1. A competency-based approach can readily identify and address individual needs. Because assessment is targeted on the individual, and because services may be provided which specifically address skill needs as revealed by an assessment, individual needs are consistently the focus of program activities.

2. This approach fosters achievement by providing specific, attainable objectives which can be measured in terms that are clear both to the participant and to program staff.

3. A competency-based approach frequently increases motivation and interest in participation in services. Youth (and most adults as well) tend to respond positively to situations in which learning is determined by demonstration of a skill, rather than by length of time one has been in classroom or work situation.

4. A competency-based approach provides for a more realistic understanding of one's own skills, abilities, and preferences, since it is focused on what a person actually does.

5. Because competency-based approaches imply objective standards of achievement, they tend to have credibility both for youth and the community. Youth tend not to feel that they are victims of the whim of an unfriendly teacher or counselor.

6. Finally, competency-based approaches which are based on employer input tend to offer the individual a more realistic picture of the world of work and the job market.

Competency-based employment and training can provide a number of significant advantages to SDAs as well:

1. The chief advantage according to most practitioners who advocate competency-based employment and training is that it provides a clear picture of specific program outcomes, and it encourages the more efficient use of services available to youth.

2. The competency-based approach provides a common management framework for staff and delivery of services.

3. It allows different rates of achievement for individual youth.

4. It facilitates identification of staff development/training needs.

5. It provides for flexibility in evaluation; criteria other than placement may be used. It also allows for comparability among programs within a given SDA.

6. It increases program responsiveness to local labor market conditions and employer demands; furthermore, training is targeted to local criteria and curriculum may be developed to meet local needs.

7. Finally, competency-based employment and training increases credibility of JTPA programs and services with employers.

Summary

Competency-based employment and training offers an opportunity to help youth learn skills which employers themselves are looking for in entry level employees. Implementing competency-based programs may not require significant revision of SDA activities; however, it does provide for important new roles to be played by the PIC, and it encourages careful efforts in the development of locally relevant competencies.

The next section of Part I provides a more detailed discussion of the elements of a competency-based approach as an SDA might implement it under JTPA.

## D. Roles and Responsibilities

The Job Training Partnership Act, in its legislation as well as in the Department of Labor's administrative regulations and guidelines, has substantially changed the balance of authority between federal, state, and local agencies that had existed under CETA. The new relationships among governmental units reflect a shift in authority and discretion to the states, leaving the bulk of the responsibility for administration and performance evaluation to the state and local areas. This section will review the roles and responsibilities assigned to the federal, state, and local jurisdictions in the development, implementation, and administration of competency-based youth employment and training programs. In addition, it will suggest areas in which the primary responsibility for a given task or function is open to discretion at the state or local levels.

### 1. The Federal Role

The federal role emphasizes oversight rather than direct administration and management. In general, this oversight role consists in ensuring conformance with the legislation mandating JTPA. There are some areas, however, in which the Employment and Training Administration, U.S. Department of Labor, has interpreted the legislation in the development of regulatory guidelines. One such area is in the development of performance standards for JTPA programs; in the legislation, the mandate for competency-based youth employment and training programs is a subsection of the article concerning performance standards. The guidelines themselves are available from the U.S. Department of Labor; they will be briefly summarized here.

The federal responsibility in the development of competency-based youth programs has been to establish the minimum requirements for such a system. This includes suggesting the basic framework of the three competency areas (pre-employment and work maturity skills, basic educational skills, job specific skills).

2. The State Role

As mentioned above, the intent of the federal government is to give the individual states maximum flexibility in the implementation of JTPA, within the suggested framework. It is not the purpose of this document to summarize all those areas in which the Governor and the Governor's employment and training council have authority in the implementation and administration of JTPA programs. We will outline below some suggested roles for the development and administration of competency-based employment and training programs.

Although not a legislative requirement, the state may decide that a certain degree of consistency between SDA-developed systems is desirable in order to assure portability of competency certification among SDAs within the state or within individual labor market areas of other geographic regions served by more than one SDA. This factor is very important if a goal is employer acceptance of the competency certifications.

Also, the state should consider providing PICs with assistance in developing workable competency standards and programs that can train youth in these competencies. This assistance could include staff training, on-site consultation in considering various options, as well as development of guidelines or actual prototype systems for PICs and SDAs to use in standard setting, and selection of assessment approaches and curriculum. A variety of state resources including state discretionary funds under the education coordination set-aside and state incentives grants may be used for this purpose.

3. The Private Industry Council

The JTPA legislation states that the PIC must certify its SDAs' competency-based system as one which reflects the standards of the local community. Beyond this basic requirement, the PIC will be expected to have an extensive involvement. As we strongly suggest elsewhere in this document, the PIC, as the representative of the local employers, education and state vocational education, and community will likely take an active role in the development of competencies, benchmarks, and assessment tools for its youth programs. In particular, collaboration between the local PIC and SDA program planners is essential to assure that local employer and educational needs are continually kept in mind during the process of competency development.

In addition to reaching a consensus with SDA staff on an acceptable set of competencies, the PIC should work closely with the SDA to ensure that programs are structured to adequately support the services needed to make the competency-based system work.

4. The SDA

Although there is no legislatively mandated role for the SDA in the development of a competency-based youth employment and training system (except, of course, that it must have one in place), the SDA will most likely be left with the major task of developing and implementing such a system. The major focus of this Guide is on this task.

## Section 2: Elements of Competency-Based Employment and Training

Almost all program operators have used competency-based concepts at one time or another. The fundamental concepts are quite familiar to most people, and it is realistic and feasible to modify most employment and training programs for youth so that they can take advantage of the strengths of these concepts.

Staff of CETA youth programs often used competency-based concepts informally whenever they called upon some standard against which the performance of the CETA participant was measured. For example, if a participant was required to have a high school diploma or achieve a specific educational level, the standard was specific, public, and measurable, and thus quite consistent with the competency-based approach. When a worksite supervisor would require a trainee to report to work on time 90 percent of the days the trainee was scheduled to work, a specific standard for performance was also established. While these practices were consistent with a competency-based approach, they were often applied inconsistently to the variety of youth programs developed by a single prime sponsor, and they frequently were not based on a carefully planned assessment of participant and employer needs. Consequently the effectiveness of the approach for youth was somewhat diminished. It is the hope of those involved with the development of the JTPA legislation, as well as the hope of the developers of this Guide, that SDA staff will recognize the need to implement explicit, formal, and consistent application of competency-based approaches.

We have already looked quickly at the three competency areas; let us now take a closer look at the components of a competency-based system as they might be found in a youth employability development program.

COMPETENCY STATEMENTS

Consider the competency statement on the next page:

Competency Area: PREEMPLOYMENT AND WORK MATURITY

The participant will demonstrate an acceptable attendance pattern

by showing up on time nine days out of ten on his/her try-out employment placement

INDICATOR (OBJECTIVE) as measured by employer attendance reports.

Fig. 1: Sample Competency Statement

In compentency statement above, the following elements are shown. First, the statement is in the general competency area of preemployment and work maturity. Second, there is a specific, observable behavior that is expected of the participant. In the CETA programs (especially the Consolidated Youth Employment Program [CYEP]) where many of these concepts were first tried out in an organized fashion, this specific, observable behavior tended to be called a competency indicator. That terminology will be retained in this document. Within a competency-based approach, a global competency area is seen to be made up of a collection of indicators which local employers believe to be critical to success in the workplace.

COMPETENCY INDICATORS

The third element in the competency statement shown above is referred to in the diagram as a benchmark. The term benchmark emerged from early discussions of how to make employability skills measurable. In order for an indicator to be verifiable, it must be associated with a measurable standard of some kind.

BENCHMARKS

ASSESSMENT

The fourth and final element concerns assessment. It is not enough to describe a measurable indicator unless there is some process for assessment that is also available. As a practical example, many youth programs encourage participants to develop the skill of making a positive impression on other people. At the same time, program planners are keenly aware of the lack of measurement instruments which can be used to determine whether a favorable impression is being made. In spite of these obstacles, planners need to be imaginative in developing a measure, whether direct or indirect, which can be used. Otherwise, assessment of the participant is left essentially to chance--and the entire purpose of the competency-based system is thwarted.

From the foregoing discussion, one can see how a competency statement could be developed for each of the three competency areas. Furthermore, for some indicators there may be more than one standard that is appropriate, given the stage of development of the youth.

SERVICES

From competency statements, which consist of indicators, benchmarks, and assessment mechanisms, we may now move to the substance of a competency-based system, namely, the services that are provided in response to needs revealed in an assessment.

Services which are available to youth should be related to assessment results. If assessment of a young person's background and skills shows that he or she is unable to perform simple numerical calculations, the young person should be afforded an opportunity to learn arithmetic skills. Services should also be designed to enhance strengths, as in the cases involving handicapped youth where it might be pointless to try to remediate certain handicaps.

CREDENTIALS; CERTIFICATION

The final component to be discussed in this Guide concerns credentials and certification.

Certification documents a young person's achievement according to a uniform set of competencies, indicators, and benchmarks designed to enable the youth to successfully enter and compete in the labor market. As the youth gains

documentable competencies, it is clear that he or she is building a resume for the job search effort.

It stands to reason that if programs in a particular SDA are addressing educational or occupational skill areas for which established credentials exist (e.g., high school diploma or GED; apprenticeship certificate, etc.), design of the system should focus on indicators and benchmarks which lead to those credentials.

In other competency areas where there are not existing credentialling systems, programs should attempt to establish the validity of their systems so that they too will be accepted and used by prospective employers and educational institutions.

ASSESSMENT
↓
SERVICES
↓
REASSESSMENT
↓
CERTIFICATION

## Summary

The key components of competency-based employment and training are competency statements (consisting of competencies, indicators, and benchmarks), assessment, services, and credentials.

Part II discusses how to get started developing and implementing a competency-based employment and training system for youth. In the first section, general development steps are discussed, and in succeeding sections, suggested activities are presented.

## PART II: DEVELOPING AND IMPLEMENTING A COMPETENCY-BASED EMPLOYMENT AND TRAINING SYSTEM FOR YOUTH

### Section 1. General Tasks

#### Overview

PART II BEGINS WITH A DESCRIPTION OF 10 GENERAL TASKS ASSOCIATED WITH IMPLEMENTING A COMPETENCY-BASED EMPLOYMENT AND TRAINING PROGRAM FOR YOUTH. THIS IS FOLLOWED BY SPECIFIC SUGGESTIONS FOR DEVELOPING EACH COMPONENT OF THE COMPETENCY-BASED SYSTEM

Practitioners have accumulated sufficient experience with the implementation of new programs generally, and with competency-based programs specifically, to make certain generalizations regarding issues SDAs will face in putting JTPA into practice.

Although the specific steps will vary considerably within each of the Service Delivery Areas (SDAs), the overall design of JTPA, along with past experiences of practitioners, suggest that there are identifiable general development and implementation steps that virtually every SDA will have to address. These steps, which will each be addressed in this Guide, are listed below:

1. Selection of Target Occupations

This step is concerned with the traditional emphasis the employment and training community places on labor market information. In the context of competency-based employment and training, this is a necessary beginning step which is intended to make certain that competencies are selected which relate to industries in which jobs are likely to be available.

2. Analysis of Jobs to Determine Skills Required, Tasks Performed, Equipment Used, and Performance Standards Used in the Industry

The purpose of this step is to gather specific information about jobs. It is recommended that onsite interviews with employers and first-line supervisors be the primary method of collecting this kind of information. By designing your program to help young people learn the specific skills you identify in this step, you will be laying the groundwork for success. (There are several resources available to assist you with this task. The Technical Assistance and Training Corporation has carried out analyses of certain occupations, and the version of Experience-Based Career Education Program developed by the Northwest

Regional Educational Laboratory has developed an intensive Learning Site Analysis process which can be adapted to assist SDA staff).

3. Develop Competency Statements for Each Competency Area

This step is perhaps the most important one in the process, for it is the one in which information about specific jobs will be translated into specific competencies which young people will be expected to master and which the services of your program will be aimed at fostering.

4. Develop Benchmarks (Appropriate Levels of Performance) for Each Competency Statement

Normally this step will be carried out as part of the process of developing competency statements. It is included here both to underscore its importance and to make explicit the need for carrying it out.

5. Design or Adapt an Assessment Strategy

The development of an effective assessment strategy involves determining what methods of assessment are available for identified competencies, and then determining which among available methods are desirable for your situation. The intent of this step is to encourage SDA planners to make every effort to choose assessment strategies and methods which are consistent with and relate to the competencies youth need for employment. The point is simple to state, but sometimes difficult to carry out in practice. As will be more thoroughly discussed below, the occasional lack of appropriate instruments, lack of instrumentation, variations among SDA goals and purposes, lack of trained staff, and lack of experience all conspire against successful assessment. Nevertheless, the outlook is not completely bleak; there are some existing assessment instruments which have been used successfully in youth employment and training programs. SDA staff who put time and effort into designing or adapting an assessment strategy to measure competency attainment will find it well worth the investment.

6. Validate Competency Statements and Benchmarks

This step will ensure that the intentions and expectations of local employers are being met within the competency development process.

7. Analyze Services to Determine Whether They Need to Be Adapted to Support Competency Attainment

The service mix supported by the SDA need not necessarily be completely reinvented. Often just some modifications or redirections of emphasis are all that is necessary. Involvement of services deliverers (program operators) in the competency development process may not only be the source of good ideas, it may also be the key to targeting services on the attainment of competencies. The main point here is that a competency-based system allows the service mix to be tailored to individual needs. Participants should only get the services they need and should progress within a system tied to the attainment of clearly defined competencies.

8. Develop Appropriate Documentation and Certification Systems

The potential of a competency-based approach for helping youth acquire a credential that has real meaning--both to the youth and to a potential employer--should not be ignored. Planning documents such as an Employability Development Plan are extremely useful in helping the youth track his or her progress. A certificate or credential is not only an excellent motivator; it also can be designed to contain information of direct relevance to employers, or to other personnel in institutions where the youth may choose to continue his or her training. This idea is not new to the employment and training community; the GED, for example, is one such credential.

9. Inform People and Communicate Widely

Throughout the process of developing and implementing your plan, you should keep people informed and communicate the results of your efforts. People who know about the effort are likely to participate in it; agencies with which your SDA is already involved--or agencies you would like to become more involved with--should be contacted on a regular basis. Competency-based employment and training can provide an especially effective vehicle for collaborating with schools.

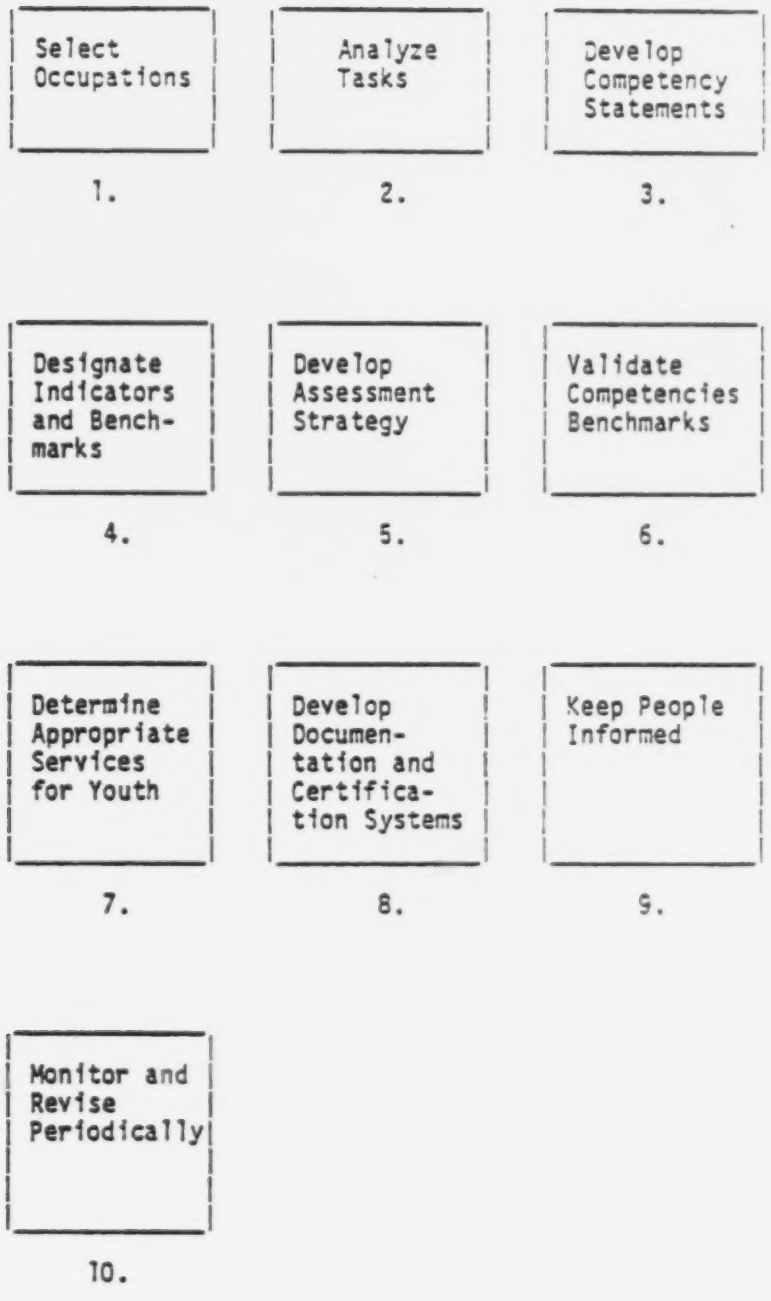
10. Monitor the System and Revise It Periodically

The experience of CYEP and other demonstrations of competency-based systems showed that fully-developed models for implementation simply do not

exist. As a result each program is of some extent opening new ground. The need, therefore, is critical for careful monitoring to determine whether the program is meeting its intended goals. Moreover the changing employment picture in many communities will necessitate revising and changing competencies--sometimes frequently. Nonetheless, the kinds of revisions that will need to be made will most likely not be earthshaking. They will instead be refinements, additions, and program redirections.

## Summary

The chart below summarizes these ten steps which most SDAs may wish to follow in implementing competency-based employment and training for youth.




The next sections of Part II suggest in greater detail how to accomplish these tasks.

## Section 2: Getting Specific

### Overview

Section 2 discusses suggested activities for specific tasks involved in putting the elements of competency-based employment and training into place. This section is in five parts: Part A presents information about developing competency statements. Part B provides information about developing indicators and benchmarks. In Part C, material on assessment is presented; and Part D describes individualized planning as the mechanism for targeting services on the attainment of identified competencies. Finally, Part E discusses ways of certifying individual achievements.

### A. Determining Local Employer Standards

ROLE OF PRIVATE INDUSTRY COUNCIL

The JTPA places substantial emphasis on both the establishment of standards for youth and the relevance of those standards to the local situation. While broad guidelines may be expected from the national office of the Department of Labor and the states, the clear intention of the legislation is that setting standards for employability in a service delivery area should be a state and local responsibility.

In practice this means that Service Delivery Area staff will generally need to work very closely with their Private Industry Councils, which have the legislative mandate to review and approve SDA plans.

WAYS OF WORKING WITH THE PIC

There are of course many possible roles to be played by the PICs. The PIC may be the appropriate institution for establishing initial contacts with the business community in the development of local employer standards. In some cases, PIC members will take an active role in the design and development of competency-based employment and training. In other cases, their role will be one of policy formulation and oversight. At a minimum, the PIC will have the responsibility of signing off on an SDA's plan for providing competency training.

Experience with the Consolidated Youth Employment Program (CYEP) demonstration showed that the best results were obtained when prime sponsor staff were able to establish individual contacts with employers. As a rule it was not effective to attempt to develop competency statements "in committee."

GENERATING EMPLOYER INVOLVEMENT

Meaningful employer involvement can be generated if the following conditions can be met:

- Employers need to understand the purpose and the reasons for their involvement; otherwise they will not contribute their time to the effort.
- They also need to believe that participation is in their own best interest. This creates an incentive for the business community to join with SDAs in a meaningful, and not merely symbolic, way.
- Intermediary organizations such as the Chamber of Commerce can play a critical role in generating employer involvement.
- Clear expectations for all participants, as well as stated and realistic time commitments will also enhance involvement.
- Demonstrating the concept of partnership will encourage and motivate all participants. Private sector participants should be aware of participation on the part of representatives of educational institutions (and vice versa).

For most SDAs, it is reasonable to expect that the Private Industry Council (PIC) will be in a key position to facilitate cooperation and communication with employers. Given the expectation that private sector representatives on the PIC will be company executives or senior staff, it is probably unlikely that the PIC will actually develop competency statements. The actual work of competency development should be a clearly assigned task--either to an individual, to a consultant, or to a task group. The PIC then might support the effort in these kinds of ways:

- Suggesting businesses/industries which should be contacted for information or assistance.
- Enlisting cooperation through letters to company executives, business owners, personnel officers, and others.
- Offering suggestions for improving the process.

With advice and assistance from the PIC, a process can be developed to determine the competencies employers feel are critical for youth to have in order to succeed in entry-level employment.

FINDING OUT EMPLOYERS' VIEWS ABOUT CRITICAL COMPETENCIES FOR YOUTH

It is strongly suggested that a survey of employers be carried out in order to identify these competencies. The reason for this is that surveying employers will more likely assure that the competency list actually reflects local conditions, preferences, and practices.

The two most frequently used methods for surveying employers are mail-out surveys and telephone or in-person interviews. Mail-out surveys can be effective if there is strong PIC support. However, some of the CYEP demonstration sites had poor success with mail-out surveys and consequently SDAs employing this method should be especially careful to plan an effective survey strategy.

Telephone or in-person interviews offer the advantage of quick results. The disadvantages, of course, are that scheduling may be a problem, and interviews require a substantial amount of staff time, both on the part of the SDA and on the part of the employer. Again, careful planning can minimize the amount of time that is needed.

ISSUES AND SUGGESTED STRATEGIES

The following is a set of suggestions for dealing with issues that are likely to be commonly faced by SDAs in working with employers to determine the locally relevant competencies for employment.

1. Develop a clear statement of the purposes, goals, and objectives of a competency-based system of employment and training for youth. This will allow you to communicate your program to a variety of audiences.

2. Analyze the industries and occupations in your Service Delivery Area. This step is one with which most SDA staffs will have had considerable experience. The idea of analyzing the entry level requirements of jobs into specific, measurable competencies may be new, however.

3. Choose selected occupations for further study. Your choices should be based on some appropriate criteria, such as:

- size of work force
- rate of growth
- geographic location within service area
- importance of occupation within industry as a whole
- actual or potential labor markets for youth

4. Working with the PIC and using whatever other sources of information (e.g., the U.S. Employment Service and the state occupational information coordinating committee) are available and relevant in your area, determine a sample of employers to survey. The size of the sample will vary by area, of course; however you should make sure that the sample is representative.

5. Develop a survey strategy. Whether you use a mail-out survey or interviews, you should be aware that the contact with employers established in this step will be very important for future relationships with those employers. You should probably pay attention to the opportunities for such things as:

- establishing program visibility
- developing a future "market" for participants
- soliciting employer involvement in many aspects of program operation

Regardless of the method you use for data gathering (survey or interview), it is important to develop a plan for gathering data and instrumentation (forms or interview schedules) to use in the process.

Some suggestions for kinds of data to gather might be:

- types of occupations
- functions and tasks performed by workers in each occupation
- statements of specific abilities, knowledge, and skills required for each function
- statements of desirable aptitudes, personal traits

- where appropriate, the level of proficiency required for each ability, skill, or level of knowledge (e.g., eighth grade reading level or typing at 60 wpm)

- informal standards of performance or proficiency applied to the worker

- equipment, machinery, hardware and/or software used by worker; standards of proficiency

- other hiring requirements

There are of course numerous other questions that you could ask; however you should try to keep the interview or survey as brief as possible, while at the same time making sure that all needed information is obtained.

6. Review and analyze the data that are gathered. Categorize the data in terms of competencies related to the three competency areas:

- preemployment and work maturity

- basic skills

- vocational skills

It might be useful at this point to review the preliminary list with the PIC and enlist their guidance in prioritizing and selecting specific competencies for further development.

7. Plan for the next activity which involves using the information you have gathered to develop explicit competency statements that include indicators and benchmarks.

EXAMPLE LIST OF COMPETENCIES

A list of competencies that can be used as an example is presented below. This is not a complete list; however, it is presented to give those new to the concept of competency-based employment and training an idea of what a competency set might look like. It should be noted that anyone expecting to use such a list would need to add indicters and benchmarks as well as a method of assessment in order to do so.

I. Pre-Employment and Work Maturity Competencies

The participant . . .

A. Understands major conditions and factors influencing successful job experiences increasing job effectiveness.

B. Identifies career goals and how to achieve them based on personal and labor market information.

C. Has accurate knowledge of his or her own values, interests, and aptitudes.

D. Shows responsibility and dependability in carrying out assigned tasks.

E. Accepts guidance, criticism, and assignments from supervisor.

F. Shows willingness to work and develop more advanced skills.

G. Maintains constructive and proper relationships with other workers.

H. Plans and organizes his or her job responsibilities.

I. Demonstrates the ability to send clear messages and is able to correctly understand the messages of others.

II. Basic Educational Skills Competencies

The participant . . .

A. Demonstrates mathematical skills.

B. Speaks, reads, writes English at levels commensurate with age, schooling, and cultural environment.

C. Achieves educational promotions through the 12th grade and continues preparation toward the level required by occupational target(s).

III. Job Specific Skills Competencies

The participant . . .

A. Demonstrates skills required for entry-level employment in a given industry or for a chosen career.

Summary

The first set of tasks facing an SDA is to develop a statement of the competencies that local employers feel are necessary for youth to succeed in the job market. These competencies also should include those skills needed to enable the youth to continue formal education and training or to enter the military. The competency list should be an accurate reflection of the practices of local employers. The Private Industry Council (PIC) can provide an effective point of entry for contacts with employers.

The set of competencies that will emerge from this set of activities will not necessarily be refined--and that is the next task.

## PART III: IMPLEMENTATION ISSUES

IN PART III, QUESTIONS ABOUT ACTUAL IMPLEMENTATION ARE FACED; ISSUES OF TIMING, RESOURCES, SCOPE, DESIGN, IMPACT, AND STAFF TRAINING ARE DISCUSSED

The purpose of this section is to provide guidance to SDA program planners and operators around key implementation questions that they are likely to face. It should be stressed from the outset that not all important questions will have easy answers--in spite of the fact that research and the experiences of practitioners point to the value of competency-based employment and training for youth, there is still much left to learn concerning how best to put specific programs into practice.

Also, there has been a consistent assumption in JTPA that the best programs are ones in which key decisions are made at the local level. As a result, guidance and directives from the federal level will be kept to a minimum. This Guide is written with the goal of encouraging the establishment of local level partnerships needed to answer key questions relating to program structure and implementation. While the examples and suggestions in the Guide have been chosen to reflect what has worked in certain specific situations, the authors realize fully that these examples will not necessarily work in every situation.

Most people with experience in competency-based systems agree that the most important implementation issues are the following:

- timing
- resources
- scope
- design
- impact on other operational systems
- staff training and capacity

Each of these issues is discussed further below:

### Timing

Prime sponsors involved with the CYEP demonstration agreed that as much as two years may be needed for fully implementing a benchmarking system. The Department of Labor's approach on the use of competency standards is based on this need for longer term development The initial nine-month period should concentrate on the development of systems, policies, and procedures. The first full program year should then focus on implementation and refinement of the system. The question of timing is also, of course, linked to

the complexity of the competency-based system being implemented. Simple designs obviously take less time and often fewer resources to implement than more complex ones.

## Resources

The amount of money that SDAs have to operate youth programs has an impact on the types of competency-based practices that they implement. While most people feel that implementation of a new operational system requires financial support over and above what is allocated for normal program operations, several factors combine to suggest that implementation is feasible under existing resources under JTPA. First, the phase-in approach requiring plans to be formulated during year 1 of JTPA has the effect of spreading developmental costs over time, thereby lessening the financial strain that would result from having to implement a new program in two or three months. Second, JTPA intends that implementation be truly a partnership of key agencies and institutions. By building partnerships, SDAs may be able to increase the effectiveness of their resources and thereby offset additional costs of implementing a competency-based system. Third, the best way to think about competency-based employment and training is not (for most SDAs) as a brand new system requiring redesign and retooling from the ground up (like a new automobile). It is much more practical to think of it as a modification and redirection of existing practices. As has been stressed earlier, many SDAs already have in place many of the elements of competency-based employment and training. In addition, other local or state agencies, such as the vocational education community, may have already gained experience in competency-based programming. And finally, technical assistance and training will make available resources that should eliminate the need for costly development efforts.

## Scope

An issue program designers will need to face early has to do with the scope of their effort. They will need to decide whether to implement a complete competency-based system or to phase in the implementation. Good arguments can be found for either approach. In SDAs where elements of competency-based employment and training exist, it may be possible to develop a full set of competencies, benchmarks, and assessment mechanisms for each competency area. On the other hand, in

new SDAs and in SDAs where the concepts of competency-based employment and training are not well understood by staff, a phased-in approach may be preferable. One means of phasing-in might be to develop competencies first in one competency area, to test and refine measurement tools, and then to add the competencies from the other two competency areas in a second round of planning. Another approach might be to develop a pilot set of competencies to gain familiarity with how the process might operate. Based on the pilot results, a full implementation could be developed.

Design

Issues of program design focus on: (1) the variations in the design of intake and assessment procedures; (2) employability development planning and recording; and (3) documentation and certification procedures, MIS procedures, etc.

1. Variations in Design of Intake and Assessment Procedures

Intake and assessment should be much easier to perform under a competency-based system, for the reason that nothing needs to be done unless it relates to competency attainment. As mentioned above, centralized assessment seems to be consistent with the "spirit" of competency-based employment and training, since the legislation requires the same competency set to be used throughout a service delivery area.

2. Employability Planning and Recording

Decisions about who carries out employability planning, and about how often records are updated are also an important part of program planning. As mentioned above, forms should be simple to use, and should lend themselves readily both to recording of initial assessment results and to planning for competency attainment.

3. MIS Procedures

Individualized employability planning records can furnish valuable information for management purposes.

Impact on Other Operational Systems

Competency-based employment and training implies that an SDA may develop and maintain several

management and administrative systems:

1. An MIS that can collect data on competencies and produce usable reports;

2. A planning and evaluation capability that can determine what kinds of competency data can be used to evaluate program performance;

3. A service delivery/client flow system that is adjusted to accommodate various elements of the process;

4. Clearly defined staff roles and organizational responsibilities that identify the relationship of operations staff to MIS and planning in terms of monitoring the performance of the competency-based system.

Staff Training and Capacity

The successful introduction of a new management system (or modification of an existing one) should be accompanied by appropriate staff training and preparation. Training may be required both in areas requiring special expertise (e.g., assessment) and in areas of building staff morale and commitment to a new effort.

PART IV: CONCLUSION

This brief conclusion will attempt to summarize the key points of competency-based employment and training under JTPA in a "quick-reference" format.

1. Purpose

The purpose of competency-based employment and training is to help young people attain competencies recognized by the Private Industry Council as necessary for entering the work force in the local community or service delivery area.

2. Components

Competency-based employment and training is built around the following components:

ASSESSMENT of participant competency level;

INDIVIDUALIZED PLANNING for services to help participants attain acceptable competency levels;

REASSESSMENT to determine if competencies have been gained;

CERTIFICATION of competency attainment.

3. Competency Development Process

Under JTPA, it is assumed that standards for employment are unique to local areas, and that representatives of business and industry ought to have a key voice in determining what those standards are. Employment and training agencies can then develop programs that help youth attain the identified competencies. The fundamental mechanism for participation of representatives of business and industry is the PIC. The PIC has a legislative mandate to approve competencies developed for a Service Delivery Area. If the PIC is conscientious in approving competencies that accurately reflect local needs and practices, and if employment and training agencies can provide services that allow young people to attain competencies, then there will truly be a partnership that will be meaningful for youth.

4. Glossary of Key Terms as Related to Competency-Based Employment and Training

**Assessment:** A determination of the level of a young person's skill, knowledge, attitude, or behavior.

**Benchmark:** A standard of performance of level of proficiency accepted by employers as a minimum for entry level employment.

**Certification:** A document intended for public use that describes competencies which have been attained by program participants.

**Indicator:** An observable behavior that indicates possession of a competency.

**Individualized Planning:** A plan, based on identified needs, for providing service to meet an identified goal. Individualized planning should include a provision for assessment to determine whether the goal has been met.

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Greg Newton, Senior Associate. Mr. Newton has assisted public and nonprofit agencies across the country on the national, state, and local levels. Because of his expertise on the subject of employment and training programs and older workers, he has planned and delivered hundreds of speeches, workshops, and on-site consultations. He holds a Masters in Public Administration from Harvard University and is the author of this publication.

Alan Zuckerman, Senior Associate. Mr. Zuckerman is an expert on employment and training programs with more than twenty years experience. He has worked for the U.S. Department of Labor, Opportunities Industrialization Centers of America, the Center for Social Policy at Temple University, and the Center for the Study of the Unemployed at New York University. He has provided training and technical assistance to state, county, and city governments, nonprofit organizations and private industry in planning, program development, and services to the unemployed. He has also written policy papers for the National Governors' Associaton, National Commission for Employment Policy, and the National Youth Employment Coalition. He earned a Masters in Business Administration from the Columbia Graduate School of Business.

James I. Masters, Director of the Center. Mr. Masters has twenty years experience as a hands-on operator of public and private programs at the federal, state, and local levels. He is an expert at administering and providing training and technical assistance.

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